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Recommendations included realization of citizen responsibility for the quality of school boards and for the means of finding the most qualified board candidates, special attention to the design of the new City of Cleveland school buildings to realize greatest long term value from the recently approved bond issue, and major improvement in opportunities for vocational education.

Also included were recommendations for substantial participation by universities and colleges in teacher education and research, provision for quality libraries in the many elementary schools which still lacked such facilities, and a decision by Greater Clevelanders to rely principally on local tax sources to raise additional revenue for their public schools.

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a Plan for Action by Citizens in Education

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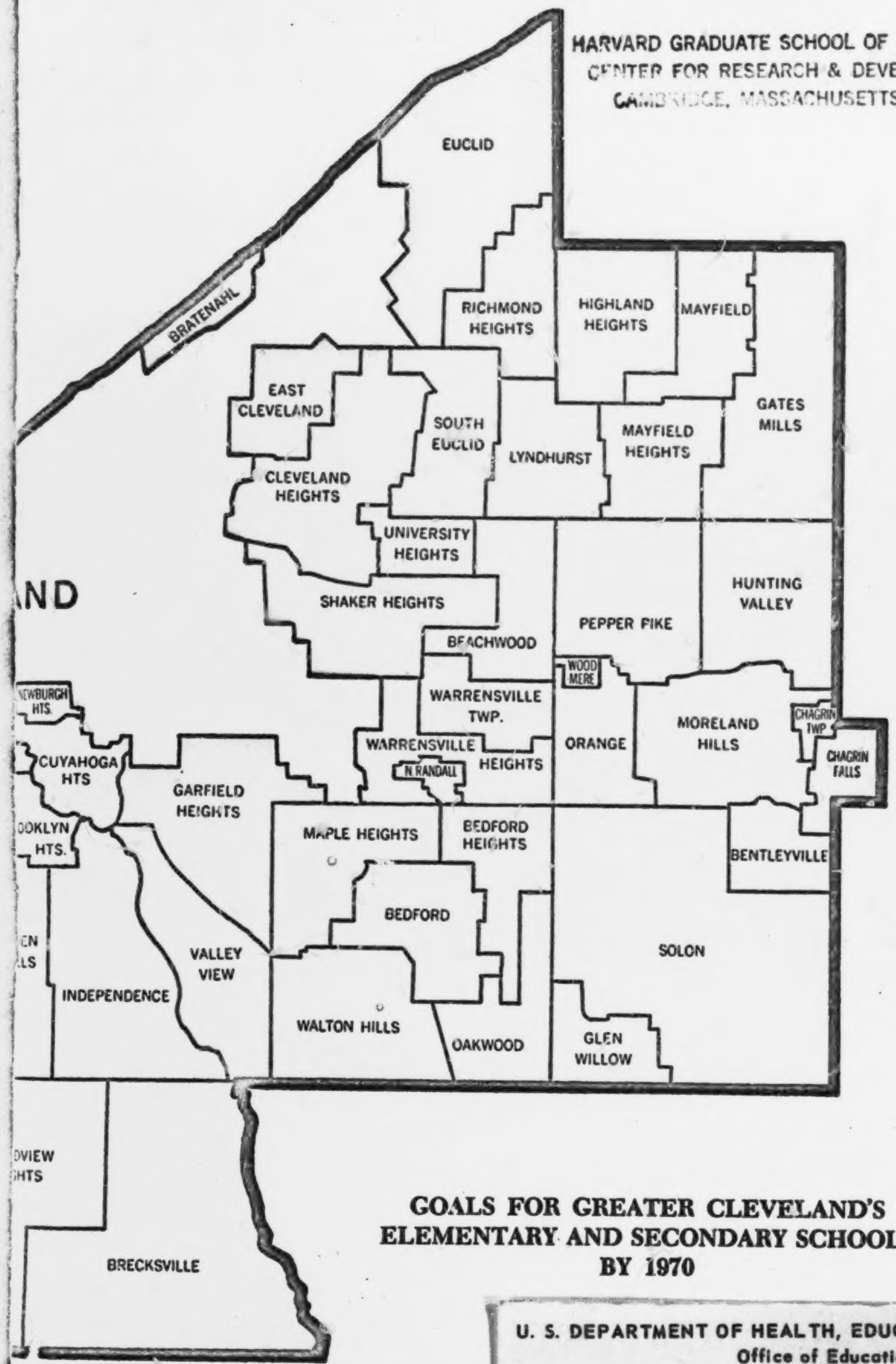
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GOALS FOR GREATER CLEVELAND'S ELEMENTARY AND SECONDARY SCHOOLS BY 1970

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HIGHLIGHTS

A PLAN FOR ACTION BY CITIZENS IN EDUCATION

Greater Cleveland is not facing up to its responsibilities for its schools.

- **We are not providing reasonably equal educational opportunity for all our children.**
- **We are permitting the Cleveland School District to deteriorate as the social problems it faces grow more rapidly than its resources.**
- **We are not adequately preparing students for employment.**

The future strength of Greater Cleveland depends on improving its schools.

- **This improvement requires a commitment to all of Cuyahoga County's schools from all its citizens.**

Our Plan includes, among 26 recommendations to be accomplished by 1970:

- **A realization of citizen responsibility for the quality of school boards and for the means of finding the most qualified board candidates.**
- **Special attention to the design of the new City of Cleveland school buildings to realize greatest long term value from the recently approved bond issue.**
- **Major improvement in opportunities for vocational education.**
- **Substantial participation by universities and colleges in teacher education and research.**
- **Provision of quality libraries in the many elementary schools which still lack them.**
- **A decision by Greater Clevelanders to rely principally on local tax sources to raise additional revenue for their public schools.**

FOREWORD

The PACE Committee was appointed on November 26, 1962, by the Greater Cleveland Associated Foundation. The 23 members of the Committee, living in various parts of Cuyahoga County and coming from various walks of life, were asked to study unmet needs of Greater Cleveland's elementary and secondary schools (public, parochial, independent) and to evolve a plan for action which citizens and community resources should take to meet these needs. This plan, which the PACE Committee hopes will be realized in Cuyahoga County by 1970, is presented in this report. The Committee was given a grant by the Associated Foundation to cover expenses and staff salaries. The Committee members volunteered their services.

ADVISORY COMMITTEE

The PACE Committee, by design, did not include any current school board members, superintendents, school administrators, or teachers. Upon its organization, however, PACE requested the individuals named below to serve on an Advisory Committee. The advice of these individuals was sought from time to time and freely given. The PACE members gratefully acknowledge this assistance. However, they wish it to be clearly understood that the members of the Advisory Committee were not shown the report before its publication and have no responsibility whatsoever for any of the conclusions or statements of fact set forth in it.

Dr. George H. Baird
Executive Director
Educational Research Council
of Greater Cleveland

Dr. Paul W. Briggs
Superintendent
Parma Board of Education

Dr. William B. Edwards
Superintendent
Lakewood Board of Education

Bishop C. E. Elwell
Superintendent
Board of Catholic Education
Diocese of Cleveland

Dr. Wesley Erbe
Chairman
Department of Education
Western Reserve University

Dr. William B. Levenson
Superintendent
Cleveland Board of Education

Mr. Fredric E. Webb
Superintendent
Cuyahoga County Board of Education

Letter of Transmittal

THE PACE COMMITTEE

April 22, 1963

Mr. Kent H. Smith
Chairman of the Board
Greater Cleveland Associated Foundation
608 National City Bank Building
Cleveland 14, Ohio

Dear Mr. Smith:

In accordance with your instructions, we have investigated the critical unmet needs of Greater Cleveland's elementary and secondary schools. It is now our pleasure to transmit to you the Plan for Action by Citizens in Education which has resulted from our study.

This Plan focuses on 26 recommendations which we believe can and should be goals for Greater Cleveland's schools—some of them to be realized without delay and all of them to be reached by 1970.

In formulating these recommendations, we have profited greatly from the advice of many people. We accept sole responsibility for our conclusions, however, and in particular stress that the members of our Advisory Committee have not seen this report and do not necessarily endorse what we say in it.

Sincerely yours,

Hugh Calkins, *Chairman*
Mrs. Douglas Bond
Robert L. Bond
Dr. R. G. Breckenridge
Dr. Harry M. Broder
Oliver Brooks
Mrs. Paul Butera
Edmund Durkin, Jr.
Robert G. Dyke
Mrs. Albert H. Dyson, Jr.
Dr. Fred E. Harris

Mrs. Stephen S. Jakubowski
Dr. Fern Long
Worth Loomis
Laurence T. Mayher
K. A. Moody
Richard J. Murway
Morris Riger
Mrs. Ray J. Roberts
Dr. Gordon E. Samson
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Sidney Vincent

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A PLAN FOR ACTION BY CITIZENS IN EDUCATION

To Our Fellow Citizens of Greater Cleveland:

Citizens talking to citizens on the community's responsibility to Greater Cleveland's elementary and secondary schools—this is what we, the PACE Committee members, will be doing in this report. This is how we have approached our five-month study of Cuyahoga County's school needs.

Our most basic conclusion is that the community is not facing up to its responsibility to the schools. We are not providing reasonably equal educational opportunity for all our children. For many, the level of educational opportunity is inadequate.

There are, of course, islands of educational excellence which dot Cuyahoga County. Some suburban systems rank with the country's best. Others demonstrate accomplishments which are extraordinary in proportion to their resources. In all Greater Cleveland schools there are many devoted and able teachers working beyond the bare requirements of their jobs, many superintendents of notable vision and capacity, many citizens whose initiative and concern have moved mountains.

But educational excellence in this county is the exception. On the whole, PACE has been forced to conclude that Greater Cleveland's reputation as a community with first-rate social and cultural institutions does not extend to its schools.

In pursuing our charge from the Greater Cleveland Associated Foundation, we have examined the basic unmet needs of Cuyahoga County's elementary and secondary schools—public, parochial, independent. The needs are numerous and critical. In particular we have found:

1. *Inequalities among Cuyahoga County's school districts are so vast that they cannot possibly be justified by a community which believes in equal opportunity.* In one favored district, 60 professionals serve a thousand children; libraries, laboratories, and swimming pools abound and excel; more than $800 is spent annually to educate each child. But in less fortunate districts, only about 40 professionals serve the same number of children; the elementary schools have no libraries; and $400 is available each year for each child. Similar disparities occur in all aspects of education: housing, facilities, personnel, programs, services.

2. *Very few students in Greater Cleveland are being adequately prepared for the world of work.* In a job market characterized by steadily rising skill requirements, the industrial arts and home economics courses taken by many children are an inadequate substitute for the training in an occupational or

technical skill needed by a large proportion of the 70 percent of the county's children who will not go on to college. Moreover, students and parents hold vocational education in such low repute that high-quality technician courses, previously offered by some schools, have withered away for lack of enrollment.

3. *The Cleveland School District, in which 35 percent of the county's school children are enrolled, is steadily deteriorating because community support is lacking.* In-migrant families from the South have brought overwhelming social problems. Families who have moved to the suburbs have neglected the school needs of the central city. As a result, needs press hard on resources; the school system can barely man the classrooms; there is little staff, inadequate money, insufficient strength to seek the basic solutions which must be found.

4. *These alarming conditions persist partly because community leadership is not strongly committed to the problems of the central city schools.* This lack of commitment stems in large part from the fragmentation of the Greater Cleveland community—a fragmentation, politically, into thirty-two school districts and, socially, into homogeneous communities of essentially similar people. Most of the community's leaders make their homes in a small number of suburban communities. Although leaders in business, industry, or government are quite likely to be well-informed and articulate on welfare, health, urban renewal, and higher education, they generally have not taken an active interest in elementary and secondary education throughout the entire area.

The statement of these needs, and others described on the following pages, will not surprise educators or lay people who are directly concerned with the schools. Nor are these needs unique to Cuyahoga County; instead they reflect a national pattern.

Shortcomings in elementary and secondary education are more than just a handicap to the children concerned. They are dangerous from the standpoint of the entire community. In the past, Greater Cleveland has attracted industry because of its location astride the iron ore and coal routes, its proximity to markets, its abundant fresh water, its skills in certain industries. These advantages no longer assure growth. The industries which now and in the future will offer new employment opportunities demand brains and a capacity and a desire to learn. Greater Cleveland must offer them what they want if it is to compete with other alert cities.

To help Greater Cleveland develop these strengths and give a fair start to all of its children, the PACE Committee has devised a Plan for Action by Citizens in Education to be attained by 1970. This Plan is concerned with all of elementary and secondary education. It is concerned with parochial and independent schools, as well as public; we do not believe that citizens who really care about education can safely ignore the needs of those school systems which educate 26 percent of the county's children. We address our Plan to citizens—that is, to parents and children, industry, commerce and labor, universities and colleges, voters and taxpayers—because we are convinced that Greater Cleveland citizens, in our broad usage of the term, should play a far more active role in education than they are now assuming.

Basic to our Plan is the State of Ohio law dealing with the operation of our public schools. This law provides that school boards be elected directly by the residents of their school districts. It makes school boards completely independent of municipal and county governments and allows the boards great freedom to act in accordance with the wishes of their constituents. Unfortunately this law seems to be little understood by the people. The citizenry must be awakened to its opportunity for direct action and to its awesome responsibility for the quality of our educational process.

Altogether, we have proposed 26 recommendations, each of which can and should be accomplished by the end of the decade. Where appropriate, we have asked an existing Greater Cleveland organization to consider a specific recommendation further and to carry it out if it is found to have merit. We have also suggested that a continuing Greater Cleveland Citizens Committee be established and appropriately financed to pursue the remaining recommendations and to assist in achieving them.

In the course of our work we have profited from the suggestions of hundreds of Greater Clevelanders. We now invite all Cuyahoga County residents to analyze our proposals and to devise better solutions of their own. We do not claim to have found the best answers to the area's perplexing school problems. But we insist that these problems are so serious that they demand the attention of the entire community; and that solving them requires a large measure of initiative from laymen as well as professionals.

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PART I — THE PLAN

CHAPTER 1: SCHOOL BOARDS

> *"Religion, morality, and knowledge, being necessary to good government and the happiness of mankind, schools and the means of education shall forever be encouraged."*
>
> *The Northwest Ordinance*

SELECTION OF SCHOOL BOARDS

From the beginning of the PACE deliberations, it has been overwhelmingly apparent that public school facilities, opportunities, and results can be improved only to the degree that the popularly elected boards of education are sensitive to the need for change and are willing to initiate and implement new proposals.

The duties and responsibilities of school board members are extremely demanding. They must at once be in advance of ordinary citizen thinking on education, yet able to voice the goals of the community. They must establish high standards and set major policy, yet recognize the delicate difference between policy making and the usurping of academic responsibilities. They must welcome criticism and interest and seek assistance from outside their system, yet resist the well-intentioned but misguided efforts of citizens to displace expert judgment that should be respected. All this they do without remuneration and with a substantial sacrifice in personal time.

A concerted effort should be made in every school district to enlist the most thoughtful and dedicated men and women for service on the school board. Toward this end, we propose:

Recommendation 1

A representative citizens action committee should be formed in every school district to search for qualified school board candidates, induce them to run, and back their campaigns with financial and other types of electoral support.

Many people who are committed to the importance of the schools will believe, for a variety of special reasons, that this recommendation is sound—for every district except their own. We urge them to reconsider their views. The best candidates may not volunteer for school board service. They must be asked to serve. Both the quality and the independence of the school board are furthered when a group of citizens, having no axe to grind except that of quality education, seek able candidates, and support their election.

ASSISTANCE FOR SCHOOL BOARDS

A school board, however competent, can be no more expert than the advice it solicits and receives. Most of this advice must come from the administrative officials holding responsible positions in the school system. It is a mistake, however, for a school board to limit itself to this one source or for school officials to believe that they alone should advise their board.

Some Greater Cleveland school boards have wisely obtained and followed outside advice. The Educational Research Council of Greater Cleveland is a prime illustration of the constructive results which can grow from an imaginative flow of ideas to school systems. This organization has given valuable assistance to school systems in up-dating mathematics curriculum. The Parma school system, which requires new classrooms at the rate of nearly one per day, has engaged nationally known school designers to improve the quality of new buildings and drastically reduce costs; a Citizens Science Advisory Committee counsels the Parma administration on science curriculum and facilities. Shaker Heights realized a saving of 45 percent on its Administration Building by accepting aid from a citizens committee of builders, engineers, commercial property owners, and educators. A board-appointed citizens committee in Cleveland Heights advises on curricular matters. In Bay Village a lay-oriented Operation Finance Study Group has been appointed by the Board of Education to study school budgeting, operating costs, and financial structure.

The schools of Cuyahoga County spent $132,000,000 last year. However, in managing this vast enterprise, school boards are denied the basic tool employed by directors of business to gauge performance —the test of competitive results. They cannot fully perform their obligations to children and taxpayers without seeking outside expert advice from time to time.

Most school boards probably share this position in principle. Too often, however, advice costs money which school boards believe they cannot spare. Moreover, they fear that undue pressures exerted by organized groups will challenge the board's authority.

Despite these problems, we suggest that school boards and school administrators reconsider whether advice from outside the system should not receive a higher priority in their budgets. We also urge interested builders, personnel managers, data processing experts, laboratory supervisors, doctors, and others to make their advisory services available to school boards.

Moreover, Cleveland foundations should recognize the improvement and costs savings which can result from timely use of expert advice by school systems. The foundations should give priority to grants for this purpose, to be matched, wholly or partially, by school boards.

There is one immediate opportunity for fruitful use of outside advice which is particularly urgent:

Recommendation 2

A foundation should make a major contribution to Cleveland education by offering the Cleveland Board of Education a substantial sum to finance a citizens committee which would engage a competent team of experts to advise on the new schools to be built with the recently voted $55,000,000 bond issue. This might require $30,000 supplemented by participative Board funds.

School buildings are intended for long-term use. Therefore, they must permit flexible use. The design of the forthcoming Cleveland schools will greatly affect the teaching program in the Cleveland system for several generations. There is a substantial body of informed opinion which believes that most school buildings of traditional design, characterized as they are by classrooms of uniform and unalterable size, will be functionally obsolete within a decade. It would be tragic for Cleveland at this time to build 15 new schools, all of traditional design, none readily convertible to the new teaching methods which are on the horizon.

Cooperation Among Schools

The demands placed on any school system are diverse. Schools must serve those students who will go on to college and those who will directly enter the world of work. They must provide special classes for the physically handicapped, the mentally retarded, and frequently the academically talented. They must furnish a variety of special services: counselling, testing, research, experimentation, public relations, psychological, supervisory. Many schools are feeling an increasing need for expensive and complex data-processing equipment.

These demands pose special problems to the parochial schools and to the smaller suburban public school systems. In the parochial schools, parents are hard pressed to maintain educational and religious facilities for the average child and also meet their public obligations. Some of the smaller public systems are so small that it is not feasible for each to provide a whole range of special services and programs; others are plagued by an inadequate tax base. Still others have witnessed such a sudden and rapid increase in population that all available funds have had to go toward housing and facilities.

If the smaller school districts were likely to remain uneconomically small, consolidation would appear to be an appropriate remedy. However, projected population growth is so large that this course does not seem warranted, at least in most instances. In the light of these considerations, two other possibilities have suggested themselves most strongly to PACE.

The first is to set up cooperative programs and arrangements in which suburban and, where Constitutionally appropriate, parochial schools can participate. In other parts of the report, this principle has been applied to vocational education and to programs for the academically talented.

The second method is to expand the service function of the Cuyahoga County School System. For example, the Wayne County, Michigan, superintendent directly supervises only a handful of students; yet he maintains a staff of nearly fifty which serves many school districts not under his authority. Moreover, New York State has, during the past eight years, established 67 Boards of Cooperative Services throughout the state; each works with a cluster of small school systems.

Recommendation 3

The Cuyahoga County Superintendents Association, parochial school leadership, and the present informal group of Cuyahoga County school board presidents should launch a thorough county-wide study of cooperative programs and services. To encourage this step and provide staff as needed, a Cleveland foundation should consider financial and other assistance.

Coordination among school districts should not be limited to cooperation on services and facilities. The joint position that the county's school districts are now taking before the legislature should set a precedent for similar action on many fronts. *A council of representatives from all the school boards would be valuable; it merits foundation support to get it started.*

CHAPTER 2: CLEVELAND SCHOOL DISTRICT

". . . we are allowing social dynamite to accumulate in our large cities."

James B. Conant, *Slums and Suburbs.*

The quality of the Cleveland Public School System is slowly and steadily declining for lack of resources to meet growing problems. *

Creative, progressive thinking in the past led to such revolutionary ideas as pioneering in citizens committees, major work classes, and radio. There are some examples of creative thinking in the Cleveland school system today; the Hough Community Project is an example. By and large, however, the capacity to innovate, to plan, to improve has been submerged, and the slow, steady increases in school resources have been overwhelmed, by problems which grow more rapidly than the system's capacity to cope with them.

These problems are not unique to the Cleveland School District. A similar situation confronts every major central city school system in the United States, particularly in the northern and eastern industrial cities. These problems are the other side of the coin to the notable progress the whole nation is making in freeing the backward population of the South from rural slums.

We must not confuse the quality of schools with the cultural level of the children who attend them. Schools are good or bad according to their effect upon children, not according to the educational attainments of their graduates on an absolute scale. ??

Thus, when we say that the quality of the central city schools is declining, we do not mean only that the median attainment of Cleveland school graduates is dropping in the face of the social changes which are taking place in the city; this is to be expected. What we do mean is that the resources of the schools—talents, facilities, operating funds—have not been increasing in proportion to the growth of their problems. Hence, the schools are not able to do as good a job, in proportion to the needs of the students, as they once did. ||

The fact that the problems of the Cleveland District arise from major social forces and changes does not excuse a failure to meet them energetically. Apathy, political expediency, lack of imagination, resignation to defeat, resistance to change do not become acceptable simply because the forces that induce them are not all of our own making.

The recent passage of the $55,000,000 bond issue can be just a milestone on a downhill road or it can be a turning point. There is hope for change in the Cleveland schools; improvement is in the wind. *Accelerating the momentum of improvement and restoring to the Cleveland School District the capacity to handle its problems is a vital objective for all of Cuyahoga County.*

PROBLEMS

The problem which weighs most heavily on the Cleveland School District is that about one-third of the children in its schools come from families which are described by school and welfare authorities as "culturally deprived." This means, in plain English, that the home is not able to do its vital part in educating the child. He sees no books or magazines. He does not hear or learn to speak correct English. He is limited in vocabulary. He has never left his neighborhood, visited a museum, seen the countryside. He does not expect to get a steady job when he grows up. He does not remember when his father, if present at all, has ever held a steady job. He thinks of employment opportunities in terms of the unskilled jobs or illegal activities of the men in the neighborhood. He has no motivation to remain in school and no aspiration for a job that requires education and training.

Of course, this is not a true picture of every family even in the poorest section of the inner city; some rise magnificently above their surroundings. But a large majority fall into this category.

To make matters worse, the proportion of culturally deprived children in the Cleveland District Schools is growing rapidly. Until recently, in-migration was the principal source of growth; now, and increasingly as the years pass, the children whom Cleveland has failed to educate in the past are marrying and bringing up culturally disadvantaged children of their own. By 1970 it is estimated that this group will constitute one-half of the children in the Cleveland schools.

The central city schools also share at least two problems with all the school systems in Cuyahoga County. One is the pressing need to prepare non-college bound students so that they can compete in a job market which is witnessing a sharp decline in unskilled occupations and an increasing demand for skilled labor; this problem is discussed in Chapter 3.

The second arises from the tendency of citizens to neglect the problems of elementary and secondary schools outside of the district in which they live. This poses a special problem for the central city schools. Most of the leaders who are influential in city affairs—industrialists, merchants, bankers, real estate owners, labor leaders, government officials, lawyers, doctors, professors, and teachers—live in other districts which have good schools. Some of them serve on school boards and citizens committees in their own districts. Few have any direct concern, except as taxpayers, with Cleveland schools.

There are hopeful signs of change. The Presidents of Cleveland's universities and colleges joined last fall in supporting the Cleveland School District's $55,000,000 bond issue. The President of the Chamber of Commerce headed the Citizens Committee appointed for that purpose. But these instances are recent and rare.

CONSEQUENCES

The consequences of these forces become evident when we consider the single best criterion of the quality of schools: professional staff-to-pupil ratio. Cleveland's ratio is lower than all 32 public school districts in the county. The recommended minimum is 50 per 1,000 pupils; Cleveland has 39. The recommended class size is 30, the basis for state foundation grants; 95 percent of Cleveland's elementary classrooms have more than 30 students, and 58 percent have more than 35. Large class size might be less of a handicap if enough assistant teachers and special services were available, but Cleveland cannot afford to furnish these adequately.

Compare, for instance, the East Tech district in the inner city, which has some 22,700 people per square mile, with the John Marshall district, which has 6,000. The disadvantaged East Tech district has 6,000 pupils per square mile; the advantaged John Marshall, 1,700. Over 38 percent of the dwellings in the East Tech district are substandard. About 38 percent of the children in the East Tech district come from families receiving public assistance; in one elementary school, Gladstone, 98 percent of the children come from such homes. About 20 percent of the reported births are illegitimate. Estimated unemployment is 63 percent for young men between 16 and 21 who are not in school.

A school system should not be required to approach such problems by confronting one harrassed teacher with 35 or more children whose future can scarcely seem bright. It can hardly be blamed if the drop out ratio is high, if few of the high school graduates have a saleable skill when they leave school, or if a substantial number of potentially capable graduates can scarcely read or do simple arithmetic. A school in such an environment can be a lifeline for a child, but only if it has enough resources to provide specialized instruction in classes of reasonable size and to furnish a long list of social, psychological, medical, and guidance services.

Some of the forces which have contributed to the declining quality of central city schools cannot be controlled by the schools. Unemployment and discrimination, for example, require other solutions in addition to school efforts.

Schools remain, however, the most effective instrument Cleveland has to improve conditions in its central core. The consequences of the Cleveland School District's inability to furnish its children with adequate schooling are frightening. Successive generations of children who cannot compete equally in the job market breed dependency, frustration, desperation, disloyalty to democratic principles, distrust of free enterprise. We might be required to risk these consequences if Greater Cleveland were an economically depressed area—which it is not; or if Greater Cleveland had inordinately burdensome real estate and other tax structures—which it does not. *Yet, if present trends continue without strong and effective protest from community conscience, the City of Cleveland may find itself both economically depressed and oppressed by a rising level of real estate taxation required to pay for ever-increasing welfare costs.*

11

CORRECTIVE STEPS

Elsewhere in this report we suggest two major correctives to these central city school problems. In Chapter 3, as already indicated, we propose a major new effort in vocational education. In Part II we call attention to the need for devising new and more effective teaching methods: team teaching, teacher assistants, television, language laboratories, independent study. All these innovations, as well as others, have a special applicability to schools where teaching problems are most severe. The importance that school buildings be flexible enough to permit these innovations underscores our Recommendation

No. 2 (Chapter 1) that a foundation support a study of the design of new schools soon to be built in the Cleveland District.

Four additional basic steps are needed promptly to restore acceptable quality to the Cleveland School District.

1. Per Pupil Expenditure

Cleveland's per pupil expenditure for schools is too low. In 1961-62, per pupil current operating costs were $379, one of the lowest among the 32 public school districts in Cuyahoga County (see Table 3, Part II) and the lowest of the large school systems represented in the Great Cities Program for School Improvement.

We do not believe that the community provides the Cleveland Board of Education with sufficient funds to allow adequate schooling or that the Board asks for sufficient funds. We believe that under most conditions an average of $500 per pupil per year is the minimum necessary for the operating costs of an adequate program in an area such as Greater Cleveland. The $379 per year available in the Cleveland system is grossly inadequate in those schools where the proportion of culturally deprived children is high. Therefore we propose:

Recommendation 4

Revenue sources must be sought and found so that expenditures in the Cleveland School District for all purposes can amount to $500 per pupil per year, not including interest and debt retirement. In addition, per pupil expenditure in the culturally disadvantaged areas of the city must be increased to about $175 per year above the district average to provide expert specialized instruction and additional social, psychological, medical, vocational, and guidance service.

This recommendation will be difficult to carry out. The first great prerequisite is leadership, not only from the Board of Education but also from business, the professions, and government. We deplore the repeated statements by some of those in prominent and responsible places—including some who are most energetically working for school improvement—that Clevelanders will not provide additional support for their schools and that the schools must look elsewhere for help. We do not believe them. We think the people of Cleveland want quality, not austerity, in their schools. The voters have already shown they do not want leadership which is defeatist about school problems. The enthusiasm which was sparked by the school conferences a year ago, the elimination of split shifts, and the passage of the $55,000,000 bond issue by a record vote, illustrate the response the voters will give to leadership which sets its course firmly on the road to improvement.

A challenge to Cleveland's political leaders is posed by our recommendation that schools in culturally deprived areas need substantially greater resources than the district average. The $175 figure we have selected represents the approximate cost of the Higher Horizons program in New York City which is meeting a similar need. The need is obvious. These schools have much greater requirements than the average in the district. A larger proportion of their children, having no reading experience at home, will not learn to read without special attention. More of their children are emotionally disturbed. More are rejected from kindergarten because they are not ready for school.

While it will be expensive to meet the extra needs of these schools, the cost to the taxpayer will be less than the future cost in welfare and dependency services if the cycle of deprivation and disadvantage is not broken. *Thus, there are two compelling reasons why the additional funds for schools in culturally deprived areas should not be provided by the Cleveland School District alone.* The extra needs are the result of forces largely beyond the control of the Cleveland District; meeting the needs is an investment which will help relieve the entire county of welfare costs in future years.

2. Neighborhood Leadership

The effectiveness of any school is enhanced by participation of the whole community. Parental support for schooling is particularly necessary in disadvantaged areas, but is not likely to develop spontaneously. The need to develop local leadership and participation is often discussed; but we are amazed how little is done to encourage it, and how many roadblocks are put in its way. For example, the Cleveland schools may be opened without charge for a P.T.A. meeting only three evenings a year. Few Cleveland schools have been designed so that one or more public rooms can be made available after school hours without opening the entire building. Cleveland settlement houses, with a few exceptions, and branch libraries are not open on Saturdays and Sundays.

The Area Councils, the Citizens Committee to Support our Schools, the Southeast Association of Fathers for Education, and some of the community programs of Y.M.C.A.'s, Y.W.C.A.'s, settlements, and churches of the inner city are notable for their vitality. We urge others to take similar initiative, and to that end propose the following:

Recommendation 5

The residents of Greater Cleveland's disadvantaged areas should further develop neighborhood leadership and participation in education. Area Councils should take a direct responsibility for planning and initiating the essential leadership programs and for strengthening and expanding street club structure. ✓

The assumption by Area Councils of primary responsibility for leadership development does not mean that they have sole responsibility for it. P.T.A.'s also have a logical structure for local action; yet in the inner city, meetings are poorly attended. This can be changed; the Banneker Program in St. Louis has demonstrated that there are no hard-to-reach parents; there are only parents nobody has tried to reach. Moreover, it is in the nature of community leadership that literally anyone can take the initiative. In a neighborhood where the Area Council or P.T.A.'s fail to act for lack of resources, personnel, or for any other cause, we urge a school principal, a librarian, a settlement house director, or a private citizen to call together the leadership in his neighborhood.

Residents from outside the inner city can make significant voluntary contributions by working with the neighborhood volunteer leaders. Development of local leadership is presently a field assignment for students of Western Reserve University School of Applied Social Sciences; this program should be enlarged. The Volunteer Bureau of the Welfare Federation or a domestic peace corps (if one is established) should also be encouraged to work in this program.

The agenda for a neighborhood group interested in education might be as follows:

Reading Readiness: Every disadvantaged family should have, within easy walking distance, a Reading Readiness Center, guided by professionals, staffed by residents of the neighborhood, and assisted by volunteers from all of Greater Cleveland. These Centers will try to develop language readiness in pre-school children who are denied the simple reading and verbal experiences found in an average home. Pioneer work in the pre-school field is now being carried on at League Park, the Goodrich-Bell Centers, and the Fidelity Baptist Church, with the assistance of the Junior League and the Council of Jewish Women. The cooperation of branch libraries should be sought.

Home-Study Centers: Reference materials, a place to study, and tutorial help are now being offered by many homework centers in settlement houses and churches. Classes are also offered for elementary school children who need drill in reading and arithmetic. These centers should be multiplied, with the help of volunteers from the whole community.

Assistance to Newcomers: One of the major problems in a disadvantaged neighborhood is the high mobility of its residents within a small area. Newcomers should be welcomed and oriented to urban living when necessary and made aware of their civic responsibilities.

Enrichment Programs: Children from disadvantaged neighborhoods need to become familiar with the community outside their immediate neighborhood. Even more than other children, they profit from tours of hospitals and factories, museums and colleges, airports and the lakefront. This enrichment is a proper part of a Cleveland school program; but if school resources do not permit a sufficient program of this kind, private organizations and citizens should provide after school and Saturday enrichment.

The effectiveness of these kinds of community assistance can be greatly increased by assignment of school personnel to stimulate and coordinate them. The New York City Board of Education has adopted a School Volunteer Program originally started by a citizens group—the Public Education Association. The Washington, D. C. public schools have formed and direct an Urban Service Corps to develop neighborhood programs which support the work of the schools and to recruit and train volunteers who will bring needed services to children. A similar project is urgently needed in Cleveland.

The mobilization of neighborhood resources will require the Welfare Federation to allocate an even larger proportion of its funds than at present to services in support of education, job readiness, and leadership development in disadvantaged areas. It will require service clubs, church groups, women's clubs, the Junior League, and others to focus efforts where the needs are greatest. ***The first priority for Welfare Federation and other community funds and energies should be preventive services in areas where a new generation of dependent families is growing up. We must break the dependency cycle currently passed on by one generation to another.***

3. Cleveland Community Action for Youth

The educational problems of youth in culturally disadvantaged environments cannot be separated from the surrounding social, economic, and psychological problems. This conclusion has been reinforced by a recent study of the Greater Cleveland Youth Service Planning Commission; it is the fundamental premise upon which the Commission bases its proposed Demonstration Project.

On the Commission are representatives of county and city government, Cleveland Board of Education, Juvenile Court, police, and public and private welfare agencies. The project involves a concerted effort on many fronts to help solve the tremendous youth problems in a portion of the Hough area. It is an experiment with various approaches, planned with the hope that the most successful will be applied to other areas.

Among the activities listed in the proposal are many which represent ideas and suggestions which PACE arrived at independently. Many of these have already been operated successfully in other cities or on a small scale in Cleveland. Although we are not in a position to pass judgment on every aspect of the proposed project, we endorse it in principle as an extremely valuable experiment which will have far-reaching significance.

Recommendation 6

Greater Cleveland should, without delay, provide the approximately $1,000,000 per year of local public and private funds required to match a federal contribution which in the second and later years will amount to $2,000,000 per year, in order to put into effect the proposed demonstration project of the Greater Cleveland Youth Service Planning Commission.

4. Coordinated Public and Private Agencies

One final step must be taken promptly. Nearly every informed person with whom we have consulted has underscored the fragmented community services in the culturally deprived areas. The school, juvenile court, urban renewal office, city recreation department, county welfare agency, public health service, settlement house, private welfare agency—each renders some particular service to a family. However, there is insufficient sharing of information and development of common plans of action.

The Youth Service Demonstration Project will create for part of the Hough area a most necessary structure, heretofore lacking, combining the authority of county government, city government, welfare agencies, and schools.

Recommendation 7

The Youth Service Demonstration Project's joint political structure should at once be extended with assistance from a foundation grant, to other areas of the city, to provide a concentrated and coordinated approach to the social and educational problems of our youth.

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CHAPTER 3: VOCATIONAL EDUCATION

> *"... The society which scorns excellence in plumbing because plumbing is a humble activity and tolerates shoddiness in philosophy because it is an exalted activity will have neither good plumbing nor good philosophy. Neither its pipes nor its theories will hold water."*
>
> Dr. John W. Gardner, *Excellence*

NEED

In contrast to other areas of education, little that is new, provocative, or experimental is being done in the vocational field. That this should be the case is the fault of a community which views vocational education as second best, a program for those students who cannot meet college requirements. In James B. Conant's words, "We have come perilously close to endorsing the view that a college education is a 'good thing' for everyone."

Not only is this view open to serious question, but it is also unrealistic. The great majority of us are prepared for the world only in the primary and secondary schools. *Seventy percent of our children do not enter college; half of those who do, fail to graduate.* Thus, it falls primarily upon the schools to provide the great majority of students with a potentiality for employment.

This is no modest assignment in a world of rapidly changing employment needs and ever-increasing skill requirements. In the five years since 1958, as shown in Table 1, Cuyahoga County has lost 16,200 manufacturing jobs, almost all unskilled. Many of those remaining have been upgraded. The reduction in blue collar employment has been partially offset by 11,500 additional white collar jobs, mostly in the trades, services, finance, schools, and government.

Cleveland unemployment figures in recent years have been bordering on 40,000. At the same time the Ohio State Employment Service is recording about 2,500 jobs that go begging because trained, qualified individuals are not available to fill them; moreover, there is an uncertain but clearly substantial number of vacant positions not reported which require higher training or education. The National Institute of Labor Education reports that the "number of unfilled skilled jobs in the United States almost equals the number of unemployed persons possessing no skills."

Modern society does not produce enough unskilled jobs to employ fully the segment of its population which lacks the capacity to be trained to a higher skill, nor does it produce enough trained and educated people to man all the positions requiring training and education.

This situation imposes enormous responsibilities on the schools. It means that a child who drops out of school or who, although capable

TABLE 1. FIVE-YEAR COMPARISON, NONAGRICULTURAL EMPLOYMENT, CLEVELAND METROPOLITAN AREA (1)

INDUSTRY	FEBRUARY 1958	FEBRUARY 1963	CHANGE IN EMPLOYMENT
TOTAL EMPLOYMENT	675,900	671,200	— 4,700
MANUFACTURING	279,400	263,200	—16,200
Durable goods	208,500	197,700	—10,800
Furniture	4,200	3,400	— 800
Primary metals (2)	40,700	37,700	— 3,000
Fabricated metals	40,400	38,100	— 2,300
Nonelectrical machinery	42,600	38,600	— 4,000
Electrical machinery	25,100	24,700	— 400
Transportation equipment (3)	41,100	39,000	— 2,100
All other durables (4)	14,400	16,200	+ 1,800
Nondurable goods	70,900	65,500	— 5,400
Food	15,800	12,700	— 3,100
Textiles	5,200	5,100	— 100
Apparel	8,200	8,100	— 100
Paper and products	4,100	4,600	+ 500
Printing and publishing	14,200(6)	12,300(6)	— 1,900
Chemicals	14,400	13,900	— 500
All other nondurables (5)	9,000	8,800(6)	— 200
NONMANUFACTURING	396,500	408,000	+11,500
Contract construction and mining	30,900	23,600	— 7,300
Transportation and utilities	46,000	44,000	— 2,000
Wholesale and retail trade	135,900	136,900	+ 1,000
Finance, insurance, and real estate	30,700	32,800	+ 2,100
Service	83,200	92,300	+ 9,100
Government	69,800	78,400	+ 8,600

1) Source: Ohio State Employment Service, April 1963.

2) Includes blast furnaces, steel mills, iron and steel foundries, and nonferrous foundries.

3) Includes motor vehicles and equipment, aircraft parts, railroad equipment, and other.

4) Includes ordnance, lumber, stone-clay-glass, instruments, optical goods, watches, and miscellaneous manufacturing.

5) Includes tobacco manufacturing, petroleum refining, rubber, plastic products, and leather manufacturing.

6) Affected by labor-management disputes.

of better work, graduates without the basic skills and knowledge associated with a high school diploma, is likely to be a lifetime dependent on the community. The significance of secondary education to the job market is revealed by the fact that about two-thirds of Cleveland's unemployed have not finished high school. The uneducated are the first to be laid off; they draw a full 26 weeks of compensation, dominate the relief rolls, and drain the taxpayer. Of all the suggestions for holding down social welfare payments, the most realistic lie in effective programs aimed at reducing the number of individuals who lack employment potential.

The fact that modern society does not match its jobs and its people means also that the entire community, as well as the individual involved, is hurt whenever a boy or girl accepts a job which requires less than his or her maximum capacity. The high school which graduates a boy who is qualified to be a medical technician or a tool designer but who is working in a filling station, instead, is doubly an educational failure: once, because the boy's own capacities are not fully utilized and again because he takes an unskilled job from a boy who consequently will be unemployed.

It is partly for this reason that the problem of vocational education in Greater Cleveland is not confined to the central city. It is not enough merely to prepare a student for any job; he must be prepared for as skilled a job as he is capable of filling. Suburban school districts which justify inadequate vocational education programs by a low rate of unemployment among their graduates need to examine the kinds of positions their graduates are filling.

Table 2 lists some of the jobs which will probably continue to be in demand over the next decade. Obviously, these needs should be correlated with vocational education planning. In addition, there is room for the community to develop an entirely new concept toward the use of professional aides. Engineers, doctors, teachers, and other skilled personnel spend a substantial number of hours on work that can be handled economically by aides having two years of specialized college training.

GOALS

In the light of these and other considerations, PACE advances the following goals for Greater Cleveland secondary school vocational education in this decade:

1. *Restore its prestige.*
2. *Make it available to every school district.*
3. *Enlarge its scope—include training for service industry and technician positions as well as for manufacturing and construction jobs.*
4. *Integrate it with an academic curriculum—make the latter relevant to those who are not preparing for college.*
5. *Integrate its programs with technical courses in the Community College—make a 14-year education the norm for many Cleveland children.*
6. *Integrate its programs with employers—give both work and study experience to students who need it.*

TABLE 2. OCCUPATIONS WITH EMPLOYMENT OPPORTUNITIES IN GREATER CLEVELAND (1)

I. Manufacturing

- **A. Assembly**
  - Electronic Assembler
  - Floor Assembler
- **B. Machine Operations**
  - Cold Header Operator
  - Die Casting Machine Operator
  - Engine Lathe Operator
  - Grinder, External-Internal or Service
  - Horizontal Boring and Milling Machine Operator
  - Machinist
  - Machine Operator, General
  - Polisher
  - Screw Machine Operator
  - Tool and Die Maker
  - Tool Grinder
  - Turret Lathe Operator
  - Woodworking Machine Operator
  - Embroidery Machine Operator
  - Garment Looper
  - Knitting Machine Operator
  - Sewing Machine Operator
- **C. Technical**
  - Chemical Technician
  - Electronic Technician
- **D. General**
  - Cabinetmaker
  - Cutter, Hand
  - Fitter-Welder
  - Fur Finisher
  - Hammersmith
  - Job Setter
  - Maintenance Mechanic
  - Painter, Spray
  - Printer
  - Routeman
  - Sheet Metal Lay-Out Man
  - Structural Steel Lay-Out Man
  - Tool Crib Attendant
  - Welder

II. Nonmanufacturing

- **A. Service**
  - **Automotive**
    - Automobile Body Repairman
    - Automobile Mechanic
    - Transmission Repairman
    - Service Station Attendant
    - Truck Body Repairman
    - Truck Mechanic
  - **Electrical**
    - Appliance Serviceman
    - Motor Repairman
    - Electrician
    - Instrument Repairman, Electronics
    - Radio and TV Repairman
    - Refrigeration and Air Conditioning Mechanic
  - **Food**
    - Baker
    - Cook, Dinner, and Short Order
    - Food Service and Kitchen Work of all Types
  - **Personal**
    - Beauty Operator
    - Fitter and Alteration
    - Practical Nurse
    - Seamstress
    - Tailor
  - **Retail**
    - Drycleaner
    - Meatcutter
    - Sales Clerk
    - Shoe Repairman
- **B. Office**
  - Accounting Clerk
  - Bookkeeper
  - Bookkeeping Machine Operator
  - Clerk-Typist
  - Credit Clerk
  - Key Punch Operator
  - Secretary
  - Stenographer
  - Tabulating Machine Operator
  - Telephone Operator
  - Transcribing Machine Operator
- **C. Medical Technical**
  - Dental Assistant
  - Medical Laboratory Technician
  - Medical Technician
  - X-Ray Technician
- **D. Other**
  - Commercial Artist
  - Draftsman
  - Tile Layer

(1) Source: Ohio State Employment Service, March 1963

7. *Make it open-ended—let students who enroll in vocational courses also qualify themselves for college.*

The road to attaining these goals is lined with thorny questions. What revisions of curriculum should be made? How can such new techniques as team teaching, programmed instruction, and educational television be adapted effectively to vocational classes?

Is the Smith Hughes Act costing the community more than it contributes by requiring that large blocks of classroom time be related only to shop work before vocational programs are eligible for federal funds? What should cities do about the fact that the large amounts of money being allocated nationally to agricultural vocational training are out of proportion to today's need? Why is Cleveland one of the few cities no longer taking advantage of federal funds for distributive (retailing) education?

How can guidance and counselling be made more effective in the vocational area? Is proper advantage being taken of the availability of federal funds for guidance training? Can the schedule of the comprehensive high school and the specialized technical schools be made flexible enough to permit daily interschool transfers? Can the parochial school student be integrated into such a system? Can greater use be made of school facilities and equipment for adult education? Can Community College facilities be used by vocational departments of high schools? Should not a loan fund be established at the Cuyahoga Community College to assist qualified and needy students in obtaining a college education?

Concepts of such magnitude are beyond the single efforts of the many groups in the community which have an interest in vocational education. They are questions common to every metropolitan area in the country, national in scope and urgent in their need for solution. For this reason, foundations and other agencies are ready to put money into well-conceived programs which offer hope of providing guidance for the rest of the country. Our first recommendation is that a new and highly specific effort be mounted to accomplish this task.

Vocational Education Council

Recommendation 8

A Greater Cleveland Vocational Education Council should be chartered for five years as a non-profit corporation to study, stimulate, and evaluate the changes in vocational education necessary to the long-term interest of our community.

While the Cleveland Chamber of Commerce appears to be the most appropriate organization to take the initiative in establishing this Council, sponsorship and continued close working relationship with the various Boards of Education and the Cleveland AFL-CIO Federation of Labor are also essential. Cooperation should also be obtained from other agencies of the community which share a vital concern in vocational education, including the Occupational Planning Committee of the Welfare Federation, Greater Cleveland Growth Board, Ohio State Employment Service, and the United States Office of Manpower and Training.

Funds should be solicited from foundations, government agencies, and private individuals for an operating budget estimated at $50,000 annually. Payment for certain specific types of services would be expected from school boards and business and industry.

The initial work of the Council should be directed to the following projects:

First, in cooperation with a school district, a project should be prepared for private foundation financing which will develop and test new senior high vocational curriculum, particularly one involving an interrelationship of academic and vocational subjects. Such experimentation would have at least two purposes: to motivate the otherwise intelligent "non-achiever" who, seeing no relation between school and life, becomes what Secretary of Labor Wirtz calls the "pushout"; and to provide specific training for the new jobs which the community needs: the service-industry positions and the engineering, mechanical, hydraulic, electronic, and industrial technicians.

At least one national foundation is interested in supporting a demonstration project which will be an answer to its criticism that throughout the nation "there are all kinds of schools offering all kinds of courses, but there is no vocational education system with a clear track leading from high school to post-high school and supplementary, specialized training."

Second, the Council should establish one or more Skill Centers. These would be integrated with the eleventh and twelfth grades of comprehensive high schools on a divided time basis; they would also be closely related to one or more of Cleveland's steady employment industries, possibly food management, soft goods manufacture, printing and publishing, and the distributive fields. Each center would be a well-equipped and high-morale institution, offering admissions on a nondiscriminatory but competitive basis. Graduates would develop a fairly broad, industry-oriented skill which would be highly employable in a normal labor market. Socially, the student would remain a part of his or her regular high school class, but would receive a diploma reflecting his special program.

The aim of these Skill Centers would be to restore prestige to some of the blue collar jobs and to demonstrate that employability can be closely related to a good recommendation from school; both concepts are sorely needed. Industry and labor would be asked to cooperate in planning the instruction and in providing equipment.

Each Center should be operated on Saturdays, in the evenings, and in the summer to provide technical and industrial training for out-of-school youth and adults, as well as for those students who want to pursue the regular high school course and take the technical instruction as additional work.

Third, an employment training service should be established to relieve employers of the liabilities, red tape, and expense of employing part-time students under cooperative work-study programs. Such a service would operate much as do the private companies offering part-time stenographic services. It would charge a rate per hour for manpower supplied to government or service units and to commercial and industrial firms; help process work permits, employment taxes, workman's compensation, insurance, and the like; and make wage payments to the students.

By reducing the burden on the employer, the employment training service could significantly expand the number of openings (now 50-60) in the present work-study program of the Cleveland Board of Education and the Occupational Planning Committee. Equally important it would assure continuity of the work openings.

In the words of the Cleveland Board such programs for dropouts are aimed at "developing citizenship, vocational competence, improved employability and high school graduation." Being a part of vocational education, the programs do not, as they should not, offer permanent employment.

Fourth, on an experimental basis the Council should operate one or two modest business enterprises, such as a gasoline station or a shoe repair shop, which employ students under a special vocational program. This project, carried on in conjunction with a high school, would have two objects: demonstrating how school curriculum can be kept relevant to employability; and exploring how to train and motivate youth who have had no favorable association with the world of work.

The Council should also determine if the suburbs' demand for handyman, gardening, and domestic service and the supply of unemployed youth could be brought together by special vocational programs.

Fifth, guidance counselling which reflects a better understanding of vocational education should be a matter of particular concern to the Vocational Education Council. More counsellors should be encouraged to take advantage of funds, available under the National Defense Education Act, which allow expenses and stipends for attendance of guidance institutes. School administrations should encourage in-service guidance training. We need not only to raise counsellor-pupil ratios, but to increase teacher awareness of the importance of guidance.

Sixth, the Council should interest some Cleveland university or college to cooperate with a vocational school and several of Cleveland's industries in experimenting with better and quicker ways to develop good vocational teachers who are grounded in the teaching art as well as in practical experience. The entire question of proper certification requirements for vocational teachers needs examination and revision. Foundation grants can be obtained for such a project.

Joint Vocational School Districts

Recommendation 9

In suburban Cleveland, the resources of a number of adjoining districts should be combined to provide expanded programs in vocational training.

While some districts already cooperate on a tuition basis in the vocational field, much more joint action is essential. The proposed Vocational Education Council and the existing Greater Cleveland Educational Research Council would be appropriate organizations to take the necessary initiative. The creation of joint vocational districts is already permitted by law. Proposals should be supported to modify this legislation so that it can be adapted for use in metropolitan areas.

Job Information in the Schools

Recommendation 10

The Cleveland AFL-CIO Federation of Labor should initiate and participate in a variety of elementary and junior high programs designed to give students and parents more information about the world of work, the value and worth of non-academic education, the dignity of manual labor, and the need for basic education and saleable skills.

The National Institute of Labor Education has indicated an interest in helping to sponsor a part of such a project. Labor, business, and industry should all seek opportunities to have more contact with students, parents, guidance counsellors, and teachers.

There is evidence that students need more exposure to problems of career selection at the junior high level. In central city areas, such exposure should begin earlier since the need is greater. An attitude that must be overcome—one prevalent among many youth—is that no work is better than work at minimum pay.

Apprenticeship Opportunities

Recommendation 11

The use of public funds and facilities should be denied to any registered or unregistered apprentice training program which lacks a fair proportion of minority group apprentices.

Efforts to improve the quality of education in the inner city are of almost no significance unless its youth can find employment which is related to intelligence, aptitude and training. Though the vast majority of jobs in our community are not apprenticed, the apprentice program is representative of an important principle in employment and education. Union and employer alike have structured acceptance in apprenticeship programs so that the result, if not the purpose, is the virtual exclusion of Negroes, for example, from the craft skills programs of the tax-supported public schools. While the crafts may have the right to be private clubs, they do not have the right to use public funds to initiate their members.

CHAPTER 4: THE UNIVERSITY AND COLLEGE . . . THE TEACHER . . . AND THE COMMUNITY

> *"... continued improvement in teacher education, slow or fast, will come only in response to unrelenting pressure from the public, the scholarly and scientific community, and the small minority of educationists who know better than anyone else what is wrong and who want to change it."*
>
> James D. Koerner, "How Not to Teach Teachers," *Atlantic*

The universities and colleges of Greater Cleveland should have a vastly greater impact on the elementary and secondary educational scene than they have historically had. In only a very limited way have we seen the growth of partnerships among the colleges and universities, the teachers, and the school systems. In contrast, workable partnerships involving the private university or college have developed during the past decade in other fields, such as medicine and hospital care, business and finance, applied social science, and library science.

This is a fact. Why it is a fact is not wholly clear. Part of the responsibility rests with the community at large, which has never organized the "unrelenting pressure" that the situation demands. Part of it rests with school systems and teachers, for there is little question that one primary source of initiative must be the school systems themselves. In the absence of a willing invitation, universities and colleges will undoubtedly fear unwanted intrusion into school affairs. Closer cooperation among school systems and colleges and universities is a two-way street with underpinnings of mutual confidence and a recognition of reciprocal benefits to be gained.

The PACE Committee is convinced that a more active and sensitive involvement in the problems of elementary and secondary education by all the local colleges and universities is essential to our community educational progress. But this objective cannot be accomplished without cost—in dollars, in expanded human energy, and in the discomfort that will arise from a truly self-critical appraisal of our in-bred patterns of doing things.

COORDINATION OF JOINT EFFORT

Recommendation 12

Greater Cleveland urgently needs leadership to stimulate and develop university and college programs in support of elementary and secondary education. We suggest that the Cleveland Commission on Higher Education assume this responsibility in close liaison with the school systems. To this end, we urge the Commission to (1) assign staff appropriate to carry out this recommendation, (2) develop

communications lines at department and faculty levels to assure an intensive analysis of the total requirements.

The faculties of the colleges and universities should assume appropriate leadership in defining goals; evaluating teacher education programs; sponsoring research; reviewing trends; promoting the development of outstanding, well-articulated programs of teacher education in the various institutions; promoting the development of programs for the training of special service personnel.

There are three prerequisites for our recommended course of action. First, the schools must express a desire for assistance from the universities and colleges. Second, the Commission will need additional private financing; the resulting benefits warrant a high community priority on these funds. Finally, the program must provide for continuing close liaison between the leaders of the school systems and higher education. The council of county school board representatives, recommended in Chapter 1, can cooperate with the Commission in this liaison.

The Cleveland Commission on Higher Education—representing as it does the joint community planning arm of Baldwin-Wallace College, Case Institute of Technology, Fenn College, John Carroll University, and Western Reserve University—is the logical instrumentality for this recommendation. The Commission's best known role is as a communications and coordination link at the top administrative level of the universities and colleges. It has, however, embarked on a number of projects involving other levels of personnel. We urge that it now broaden this role at levels *beneath* the summit, linking both school and college faculty. Other universities and colleges which provide teacher education for Greater Cleveland, such as Kent State University, and Ursuline, Notre Dame, and St. John's Colleges, should be included. In this new role, the Commission would contribute also very materially in developing a sense of commitment within the elementary and secondary school systems as well as in the higher educational institutions.

A number of specific questions deserve special consideration during this continuing investigation:

1. Can and should responsibility be allocated so that each higher educational institution specializes in a certain area, such as supervision, business administration, special education, science education, or classroom teaching?
2. How can a meaningful, continuing communications link be developed among the school systems and the universities and colleges?
3. What techniques can be developed for lending special emphasis to the problems of urban teaching and the special demands of teaching schools in disadvantaged areas?
4. Can special scholarship incentives be developed to encourage young people who wish to prepare themselves for urban teaching assignments?
5. How can talented undergraduates, particularly in the scientific fields, be encouraged to select secondary school teaching as a career?

6. Does Cleveland need a low-tuition teacher education facility to fill the community's annual requirements for new teachers? Can the Community College help fill this need?

HIGH-QUALITY, GRADUATE LEVEL INSTITUTION

Recommendation 13

An essential element in providing leadership and stimulation for elementary and secondary schools is the development of a graduate department or school of education in Greater Cleveland which has the highest standards of excellence in its faculty and student body and an imaginative research program. One major emphasis should be upon the educational problems of the central city. Western Reserve University is the logical institution to develop this program because of its commitment to graduate and professional education. The schools should urge it to do so, and all of Greater Cleveland should give the program priority financial support.

The development of a top-quality graduate program will require (1) substantial new resources to support competitive salaries for key faculty members and expanded fellowships for full-time graduate students; (2) a major increase in research grants to help recruit and retain high-quality faculty; (3) an increase in on-the-job, well-supervised teacher education within school systems. These requirements imply a commitment by the university to a balanced educational-clinical-research experience, similar to that which has characterized the teaching of medicine. They also imply a commitment by the community to provide the university with added financial support.

Our recommendation is not intended to duplicate the practical, applied research now being carried forward by the Greater Cleveland Educational Research Council. This organization performs a useful function in research and curriculum development. The role of the university must be aimed more at the development of new knowledge through fundamental research, rather than the translation of existing knowledge into an immediately usable pattern. The university approach must be a long-term one.

PACE is particularly impressed by the lessons to be learned from the rejuvenation that has occurred in the Harvard School of Education during the past fifteen years. *One is that the quality of the student body is the most important single determinant of the quality of the faculty.* In 1950 the Harvard graduate education enrollment was made up predominantly of part-time students; today 85-90 percent of the advanced degree candidates are on a full-time basis. In the course of this transformation, Harvard generated vast new sources of funds for faculty salaries, graduate fellowships, and research. A recruiting apparatus, set up in twenty-nine northeastern colleges and universities, was designed to identify unusually able students, urge them to select education as a career, and encourage them to attend the Harvard School of Education. During this period, improvement in quality—of student, of faculty, of curriculum content, of working partnerships with nearby public school systems—has been very marked.

A move by Western Reserve University toward a higher proportion of full-time graduate education students would relieve it substantially from the current inhibiting pattern of tying additional salary increments for practicing teachers directly to their actual degree credits. This pattern has an adverse effect on the school system and the university alike; it focuses the primary concentration on the mere assembly of credits rather than upon real education. A graduate program which provides the best kind of educational leadership must center not on courses and credits but on scholarship and research.

The development of a highest quality graduate program at Reserve should take special cognizance of the remarkable breadth of skills and human resources that are available within the University Circle area—not only at Western Reserve but also at many other educational, cultural, and medical institutions. Few other university communities in the nation have a comparable opportunity. There are, for example, unusual assets in specialized fields—child development and speech and hearing therapy, to mention two—which can be brought to bear. These unique opportunities for a meaningful meshing of a variety of academic disciplines will be realized only through a real measure of conviction about the worth of this organized effort.

The location of Western Reserve and the character of the Cleveland School District give Western Reserve University another important opportunity. University-school relationships are too often concentrated in the high-per-pupil-expenditure school systems. Selectivity in university-school relationships is essential, lest too great dilution of the university's resources result in inconclusiveness and waste. The selection of superior districts, however, ignores the sobering challenges that face central city schools. If elementary and secondary education is to realize its objective of providing each youngster with the educational wherewithal to reach his full and most fruitful potential in later life, *some means must be found to allocate a very substantial segment of the best of our training and research resources to the problems of central city schools.*

Herein lies the greatest hope to obtain substantial financial assistance from outside sources, for the compelling importance of university attention to central city schools now has national recognition. Herein lies also the most dramatic and far-reaching reciprocal enrichment process between the urban university and the urban community from which it springs. Herein lies the most telling contribution to a better way of life in the metropolitan community.

MASTER OF ARTS IN TEACHING

Recommendation 14

Greater Cleveland's urgent need for teachers with a good college education in arts and sciences justifies development of a master of arts in teaching program. Such an intensive one-year post-graduate course builds on a four-year college education in the liberal tradition by thoroughly grounding the graduate candidate in one or more academic disciplines that are taught in the school systems and by introducing him to a career in education which includes an internship or apprenticeship. ✓

As an example, Baldwin-Wallace College has a historic tradition of training a large percentage of its graduates for teaching careers. In the face of the community's acknowledged need for an increasing reservoir of teaching candidates with a high level of academic training, it would seem appropriate for Baldwin-Wallace—together, possibly, with other institutions—to work toward a full-year graduate teacher training program.

Such a program would involve the development of cooperative programs for internship placements with a number of Greater Cleveland school systems. Intensive supervision and guidance for interns would be provided jointly by the school system and the sponsoring college. Funds would have to be obtained, probably from the school systems, to provide the teaching interns with minimum compensation for their actual full-time teaching semester.

It would be desirable that a master of arts in teaching program place special emphasis on developing the skills that are required for teaching assignments in an urban environment. This should include a substantial commitment toward internship in the City of Cleveland school system.

IMPROVED IN-SERVICE TRAINING

Recommendation 15

Universities and colleges can usefully expand their collaboration with school systems in improving and up-dating the knowledge and professional skill of practicing teachers.

The in-service training opportunities afforded by Greater Cleveland institutions of higher education powerfully affect the quality of the teachers. Knowledge today becomes obsolete several times in the course of a teacher's working life. New curricula are appearing every few years. Teachers must be able to understand and evaluate the scientific and mathematical developments, the literature and the political and economic events of the period of their students' thinking lives. Teachers, in short, must continue to learn; in many fields the university and college faculties are best qualified to instruct them.

Moreover, how does a community obtain quality teachers in the first place? To a considerable extent, this is a function, not of salary alone, but of many other factors: working conditions, opportunities for advancement, and the ready availability of professionally enriching academic experience throughout the teacher's career.

There are many diverse ways to carry out a mutually fruitful partnership for in-service training by school systems and universities and colleges. Institutes—for which federal funds may be available—can be arranged for summers, vacations, and the regular academic year. Experimental teaching and curriculum projects can be devised. Faculties of higher education institutions can conduct courses in the school systems or on their own campuses. The important pre-conditions are a conviction in the schools that learning is important to teachers, an awareness in the universities and colleges of the extent of the contributions they can make, and a high degree of communication between the school system and the university and college in order to develop a curriculum that truly serves the ever-changing needs of the teachers.

EDUCATIONAL INNOVATION

Recommendation 16

Higher educational institutions can usefully collaborate with school systems to explore new techniques for (1) increasing efficiency in the instructional process, (2) achieving maximum utilization of skilled teachers, (3) reducing demands upon teachers for clerical and other routine duties.

Educational innovation requires encouragement in many ways, some of which receive attention elsewhere in this report. The basic stimulus of a top-quality graduate-level university program and the provision of additional funds for these purposes are of prime importance. There are other contributions to educational innovation which universities and colleges can make.

PACE has noted, for example, that schools in other parts of the nation have more readily adopted electronic data processing procedures in scheduling and reporting than have schools in the Greater Cleveland area. Yet, Case Institute of Technology has distinguished departments of operations research, systems research, and computer technology. The possibility of a demonstration project in the application of data processing techniques under the leadership of these departments has marked appeal.

There are a number of other promising opportunities for higher education to assist the schools. Some of these include: applying educational television techniques, such as the joint program now being carried on by the Holy Rosary School, Case Institute of Technology, and Western Reserve University; and using college faculty members as a part of school teaching teams.

CHAPTER 5: THE HUMANITIES

Education did not have wide-spread significance as preparation for living when a ten-hour work-day confined most men to their jobs and when the full-time chore of keeping house hardly allowed women to lift their eyes beyond the kitchen. Now, men and women in America have opportunities, undreamed of a generation ago, to appreciate the infinite variety of interests which the world affords. A fundamental challenge to education in America today is whether it is equipping boys and girls to enjoy these interests.

How relevant does the customary academic high school course seem to most boys and girls? Is history related to events reported in the newspapers? Is English an exercise in spelling and grammar, or is it an exposure to literature inviting further contact? Does school give a child an elementary understanding of the business cycle? Create a genuine interest in libraries and books? Expose a child to a concert, or to good theater, to the fine arts?

The PACE Committee has noted encouraging signs that many school systems in Cuyahoga County perceive the importance of special educational, cultural, and enrichment programs which relate education to the appreciation of life. We applaud, for example, the Cleveland Symphony Orchestra children's concerts and the museum tours now enjoying the participation of many schools. But much more can be done.

A basic goal of elementary and secondary education is to make schooling relevant to the main business of living—the appreciation and understanding of life. To that end we submit three recommendations.

SCHOOL LIBRARIES

Recommendation 17

By 1965 every school in Cuyahoga County should have a well-equipped library. Many of these libraries should be open after school hours and in the summer. Many other places where children congregate, such as recreation centers and settlement houses, should also operate lending libraries. Branches of the public libraries should have more books and personnel; they should be open Saturdays.

The absence of libraries in the Cleveland School District elementary schools has been a major deficiency for many years. While the public library makes sets of books available for classroom use, the responsibility for the books is assumed by the teacher rather than the school board.

Happily, the $55,000,000 bond issue has provided funds to house and equip a library in every Cleveland elementary school. But the problem of supplying books and staff has not been answered.

It is no answer, in our judgment, to say that schools without libraries can arrange for classes to visit public libraries. Because of transportation difficulties, group visits do not occur frequently enough; and the trips are so hurried that they fail in their major purpose of stimulating interest. Moreover, the public libraries are usually too far from school and home for children of elementary age to visit on their own. Most important, a library in a school is a dynamic, integrated aspect of the total school program.

Library facilities for children also need improvement in systems other than the Cleveland District. At least two suburban districts have no elementary school libraries. Very few suburbs have adopted the open-door policies of Parma school libraries. Deserving careful study is the experiment by one local school system which employs a Ford Foundation grant to encourage independent study in elementary school libraries.

In addition, many public libraries can serve children much better than they do. Resources for free libraries must be allocated first to neighborhoods whose residents do not have adequate income. For a child to be disappointed by a public library because it does not have adequate books or service is a body-blow to education we cannot afford to tolerate.

SUMMER INSTITUTE

Recommendation 18

Greater Cleveland should have a Summer Institute whose quality will excite the imagination of young people. A combination of the best school teachers, college faculty members, and staff of cultural institutions should offer intensive courses for interested children on a voluntary basis. Scholarships should be available for children unable to pay tuition.

We have carefully studied proposals which have been advanced for an 11-month program and recognize that major changes in the length of the school year will probably be gradual. In the meantime, steps can be taken to make more productive use of the summer period.

Many talented children need the stimulus of really first-class instruction in a class of equally talented compatriots. Nearly all Cleveland children, as suggested in Chapter 6, would profit from spending part of the summer with children from other parts of the county. Most Cleveland school systems would profit from placing their able teachers for a summer in an Institute where innovation was commonplace and ideas from other districts were interchanged.

Many school districts in Greater Cleveland are enlarging their summer programs, but these do not conflict with our proposed Summer Institute. The Institute would appeal to the boy or girl of unusual talent and interest who wanted to come in contact with pre-eminent faculty and associate with other boys and girls of similar aptitude.

Many details of this proposal remain to be worked out. Should there be two locations—at John Hay, for example, and at West Tech or Lakewood? Can federal funds be obtained for Institute programs in mathematics, science and language? Can the laboratory facilities of the colleges be used? Could industry provide visiting lecturers? How can financing be arranged? We leave these questions, and others, to the continuing Greater Cleveland Citizens Committee recommended in Part III of this report.

HUMANITIES AND SOCIAL SCIENCES

Most children understand why they should learn the three "R's", understand basic principles of mechanics and electricity, know something of American history and geography. Moreover, the roughly 20 percent of Greater Cleveland children who will graduate from college, and probably the additional 15 percent or so who will start college and not finish, also understand why they should add more advanced courses to this basic core. But what of the majority who will not carry their formal education beyond high school? Do the college preparatory courses of the average academic program seem significant to them?

Citizens can contribute significantly to students by making the humanities and social studies more relevant. During the past five years, for instance, many Clevelanders have spent enough time in Africa to become knowledgeable about that continent. How many of these men and women have been asked to speak in Greater Cleveland schools? How have the schools used the Symphony Orchestra's tour of Russia? Cleveland's Olympic athletes?

We realize it is difficult for the schools to take advantage of these community resources. Curricula of unusual flexibility and design are necessary if such experiences are to be integrated into them. Teachers of unusual capacity are required if the class is to depart from a prescribed text. Many learned lay people are unable to communicate their ideas to children.

These difficulties are a challenge to ingenuity and organization. The Cleveland School District was a pioneer in establishing a radio station and using it for such purposes as we have suggested. New pioneering would find other ways to bring the world into the classroom and reveal the significance of what is learned there. Therefore we propose:

Recommendation 19

A center should be established for the study of the humanities and social sciences in secondary schools. This center could assist in developing curriculum and in identifying citizens willing and able to demonstrate the relevance of a liberal secondary education to children.

The initiation of this center should be another responsibility of the organization recommended in Part III. A foundation grant will be necessary to get it started. School districts and independent schools can be helpful in developing the program.

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CHAPTER 6: INTERGROUP RELATIONS

Cuyahoga County is characterized by substantial compartmentalization along racial, religious, and economic lines. This situation is at odds with psychological, sociological, educational, and legal assumptions which hold that segregation negatively affects the development of the child and of a truly democratic society.

That such compartmentalization exists, and may even be growing, is apparent from the most superficial observation. Racially, 98.2 percent of the county's approximately 300,000 Negroes live in Cleveland proper, all but 2,500 on the East Side. The result is a tremendous growth in "one group" schools; many central city schools on the East Side are 100 percent Negro, and almost all suburban schools 100 percent white. With possibly two exceptions, no suburban school employs a Negro teacher.

Religiously, one half of Catholic elementary school children and one third of Catholic high school children are in parochial schools. A smaller proportion of Lutheran and Jewish children also attend parochial schools. Moreover, students in at least one suburb, and in a number of elementary and junior high schools in the county, belong overwhelmingly to a single religious group.

The consequences of compartmentalization are aggravated by sharp contrasts in the quality of education. The gap between the City of Cleveland and less-favored suburbs, on the one hand, and their more prosperous neighbors, on the other, is growing to the point where there is little contact or mutual understanding among the children and often among the faculties as well. The resulting isolation and insulation are rarely broken.

We recognize the validity and worth of preserving distinctive group values. We do not challenge the right of religious groups to provide their own schools. *Nevertheless we maintain that priority goals for Greater Cleveland are to provide for maximum communication among racial, religious, and economic groups and to encourage comfortableness in the face of cultural differences.* ?

The fine and understanding adjustment which several communities on the borders of Cleveland are now making to racial change, the recent action of the Cleveland school system aimed at raising the sights of children living in the Hough disadvantaged neighborhood—these developments indicate that the community as a whole is growing in readiness to deal with human relations problems. But only beginnings have been made as yet.

SCHOOL DISTRICT POLICY

Recommendation 20

School boards should adopt policy statements on intergroup relations with reference to curricular objectives, an unre-

stricted employment policy, and assignment of adequate administrative responsibility; appropriate citizens groups should support these policies.

While intergroup relations are not a problem of the schools alone, we believe that school boards must take a crucial next step to protect Greater Cleveland's sense of community feeling.

There are not many Clevelanders who desire that public school teachers be selected on racial or religious criteria, that school districts be gerrymandered to achieve racial homogeneity, that school text books be selected to accentuate prejudices. Certainly, there are no school board members or administrators who would support such practices, at least publicly. The human relations problem in the schools is not merely to eliminate deliberate discrimination but, more significantly, to counteract the practical segregation that results from the countless practices of modern urban life. *The problem, in other words, is to move from a policy of neutrality, which possibly was adequate in the 1950's, to a policy of forward movement, which is essential today.*

This shift into a forward gear will require a firm stand on human relations by school boards and a vigorous implementation of this policy by school administrators.

The policy statement we propose should specify a dedication to intergroup understanding as an important school objective. It should provide for an examination of all study fields to ensure that they include appropriate material bearing on this objective. It should declare an open policy of teacher recruitment, placement and advancement; a policy of school districting that is concerned with maximum communication within the limits set by legitimate practical considerations of safety and expense; and a policy of text book selection that accounts for intergroup relations. Specific responsibility should be assigned to an administrative official with status. One of his responsibilities should be to assure that school principals instruct teachers with respect to cultural differences in the district and the potential value of social agencies, church groups, and community institutions and leadership in making the most of cultural variety.

weak

Citizens groups can play a crucial role in connection with these policy statements. The greatest obstacle to their adoption is the real, or imagined, fear of negative community reaction. Clear indication by citizens groups that they desire an affirmative policy is invaluable, as is continuing watchfulness to see that the stated intention is actually carried out.

CENTRAL COMMUNITY RESOURCE

Recommendation 21

A human relations center should be established to serve as a central source of teaching aids, statistics, and other resources.

For 20 years there has been an outpouring of materials that deal with intergroup relations: films, film strips, pamphlets, books, teaching aids of all kinds, projects, a mass of scientific, legal, and demographic documents. This material is scattered in a dozen places, not easily available to teachers.

The Community Relations Board, the Council on Human Relations, the National Conference of Christians and Jews, the Cleveland Public Library, and many sectarian agencies have made valuable contributions in this field. They or some comparable group could, with proper funds, become a central resource for all these materials and make staff available to work intensively with teachers and students on specific projects. This central resource would in no sense be a substitute for the availability of materials in individual schools; rather it would support and enrich such local resources. The central resource could also create a valuable teaching unit on Cleveland's ethnic composition, incorporating material and visual aids not now available.

OPPORTUNITIES FOR AFFIRMATIVE POLICY

A community which adopts an affirmative policy on human relations will not lack for opportunities to effectuate it. The best student programs in drama, music, art and science can be exchanged among schools of different districts. Leaders of all racial and religious groups can be invited to speak to students, particularly on topics other than the problems of the group to which the speakers belong. Noncompetitive contacts across school lines, such as the all-city orchestra, can be developed.

Children interested in specific fields can be brought together for intensive instruction, for instance under the direction of the cultural institutions in University Circle or Baldwin-Wallace College. The Summer Institute for interested and talented children, which is recommended in Chapter 5, will make a major contribution to the growth of a sense of community. The possibilities of summer camping should also be explored. Educational values of all sorts can be best taught in this relaxed setting, and county-wide camps, sponsored by a number of school districts and utilizing teaching personnel from all sections of the county, may prove most useful. A camp program might become a major initial objective of the council of school boards which we have recommended in Chapter 1.

In all of these programs we particularly hope for participation of all the parochial schools. It would be a tragedy if the legal separation of church and state became a wall that separated children of one faith from children of another as absolutely as an iron curtain. We note with excitement and approval the constructive cooperation between public and parochial schools in several districts and urge others to adopt a similar spirit.

Finally, an affirmative community program to achieve comfortableness in the face of cultural difference will profit greatly from interest in the universities and colleges. Teacher training institutions should be requested to include subject material on intergroup relations. The experiments in Detroit for the revision of school reading texts might be introduced here. Summer intergroup workshops for teachers, which in the past 18 years have given human relations training to approximately 450 Cleveland area teachers, should be continued and enlarged; they need citizen support through provision of far more scholarship funds. A collection of the post-training experiences of the 450 teachers who have already been trained would be a basic contribution to the field.

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CHAPTER 7: ADULT EDUCATION

Too many people think that the public schools are for children only. This is not true, any more than colleges and universities are the private reserves of recent high school graduates. Formal education is not for youth alone, but for anyone who needs and wants it.

The need is clearly demonstrated by 1960 census figures for men and women 25 years old and over. This record showed that 555,205 or 57.6 percent of these adults in Cuyahoga County had not graduated from high school. Worse yet, as indicated earlier, 51,242 or 10 percent of adults in the City of Cleveland had not completed the fifth grade; nor had 16,676 or 7.1 percent in the suburbs.

A look at statistics on reading ability sharpens the picture. In 1962 the New Stanford Reading Test was given to a group of Chicago adults on public assistance. The results showed that 50.7 percent read below the fifth grade level even though only 6.6 percent reported that they had not completed the fifth grade. If one may assume a similar local discrepancy between reported years of schooling and actual reading achievement, it is probable that significantly more than ten percent of Cleveland's population is functionally illiterate.

Illiteracy is only part of the problem. Among literate adults, there are many who are unemployed and lack vocational skills. We have already recommended that vocational centers should be open to these adults in evenings and summers. We have also urged that schools in disadvantaged areas should concentrate on the education of parents as an indirect means of motivating the children.

We are aware, however, that these recommendations only scratch the surface. For example, it is clear that the provision of more opportunities will accomplish little unless these adults can be reached and motivated to take advantage of the opportunities. In the light of all these considerations, we recommend:

Recommendation 22

A Cleveland foundation—in cooperation with the Adult Education Council of Cleveland, interested Boards of Education, and private institutions—should launch a full scale inquiry into the entire area of adult education; needs, facilities, motivation, financing, and all other aspects of the problem.

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CHAPTER 8: PARENTS AND TEACHERS

On the preceding pages we have discussed school boards, colleges, labor, industry, citizens groups, teaching methods, education of teachers, research, television, buildings, books, and money. Our emphasis on these and other matters must not obscure the central fact that basic attitudes toward learning are formed in the home, and that education flourishes only when parents and teachers work together.

Many parents do not fully appreciate how important they are to the education of their children at all levels. The kindergarten child who has been exposed to books, play materials, trips, vigorous physical activity, and playmates is much better prepared for learning than the child who has not enjoyed these opportunities. The teacher's job becomes much easier if the student shows a healthy attitude of respect toward his peers, toward adults, and toward property.

During the elementary school years, symptoms of a child's special needs and problems can be identified, and measures can be taken to meet them. To create the necessary mutual understanding between teachers and parents, frequent parent-teacher conferences are needed; these have proven extremely effective where they have been employed.

Finally, at the secondary school level, parent attitudes also have a strong effect on a child's goals. A considerable number of able children, though capable of rigorous college preparatory work, lack the needed backing and drive necessary for success. On the other hand, many parents so strongly desire the status of a college education for their less able children that they drive them into academic failure rather than have them take the training that will equip them for a job after graduation.

Teachers and administrators consulted by PACE stressed the schools' need for greater cooperation from better informed parents. Leaders of parent-teacher groups, public and parochial, agreed that parents have fallen short in this regard. But the parents also pleaded for more help from the schools. Typical observations were that the schools do not provide enough guidance and it does not start early enough; the counsellors place the major emphasis on the college bound; the student is not respectable at school if he doesn't go to college.

Even with the best of tests and advisers, there is no simple answer to the dilemma of motivation—no certain or easy way to spark interests, to identify aptitude, to direct another human being. We of the PACE Committee—most of us parents of school children—can only call attention to the problem and suggest a possible approach to its solution.

The logical organizations to create a climate of understanding between the home and the school are the parent-teacher associations and groups. The broad objectives of the National Congress of Parents and Teachers, for example, include most of the goals which PACE has suggested for Greater Cleveland. Parent-teacher associations must recognize, however, that they have fallen far short of fulfilling their own charge. *To make these groups effective instruments of parent education is a priority objective requiring the attention of administrators, teachers, and organization officers.* To attain it, school boards should make more funds available to schools for continuing parent information and education.

PART II — RESOURCES REQUIRED FOR THE PLAN

Throughout our report we have emphasized how elementary and secondary education in Cuyahoga County can be improved by inexpensive methods. It is not a costly proposition for parents and the community to reflect a stronger commitment to education, for citizens to form committees to recruit able and dedicated school board candidates, for school boards and administrators to take better advantage of expert advice from the community, for the public to show more respect for vocational education, for citizens to volunteer for programs supporting the schools, for universities and colleges to pay more attention to elementary and secondary schools.

One cannot blink at the fact, however, that Greater Cleveland children will not have the kind of schooling they need in the 1960's, and will need even more in the 1970's, without a substantial increase in the resources allocated to school purposes.

Not all of this increase should be represented by taxes. The future of Cleveland requires an infusion of private as well as public money into elementary and secondary education. Earlier in this report we attached priority to private financial support for Western Reserve University's graduate education program, for teacher education, for planning by school systems, for support of neighborhood leadership in disadvantaged areas, and for research and experimentation. If our conclusions about public schools are valid, very likely the parochial schools will also require additional resources from their parishioners. The vitality of tax-supported public activities can be greatly influenced by private funds in key areas—particularly to provide leadership at a time of changing direction.

Philanthropic grants in this community for elementary and secondary education have been very small in comparison with grants for higher education, health, welfare, and culture; yet the character of Cleveland will in the long run depend on the quality of its schools at least as much as on these other institutions. *Accordingly, we urge that the opportunities for constructive philanthropy in elementary and secondary education be considered with greater favor in the future.* We are encouraged by the recent formation of the Martha Holden Jennings Charitable Trust. Its purposes embrace many of the problems discussed in this report. It can play a significant catalytic role.

REQUIREMENTS FOR PUBLIC FUNDS

Still the main burden of school costs remains on the taxpayer. The tax costs of holding our own with a growing school population, of achieving minimum standards throughout the county, and of attaining some additional examples of excellence are so substantial that they require careful and immediate study.

Cost of Standing Still

During this decade the number of children to be educated will grow much more rapidly than the productive segment of the population. Interpolating from the population-age graph in Figure 1, it was calculated that the school-age population of the county will grow by about 25 percent from June 1963 to June 1971; the growth in the age group between 19 and 64 in that period will be only about 8 percent. In 1963 roughly twice as many Cuyahoga County children will attain school age as will reach 19 in this year.

Clearly, it will be expensive merely to stand still. To maintain the present ratio of professionals to students, for example, it would be necessary to find approximately 25 percent more paid school personnel by the end of the decade. Moreover, salaries and wages represent about three-quarters of school current expenses for operations, and some further increase in salaries and wages seems probable. Also, the 25 percent additional school children will need more school buildings. Over-all, it is likely that by 1970 the Greater Cleveland schools will require, first, an increase equal to about one-quarter of their 1962-63 budgets for current expenses merely to keep pace with the growing number of children; and second, a further one-fifth increase to keep up with rising salaries and wages and to amortize the cost of new facilities.

Cost of Minimum Standards

We have previously stated our conviction that, because of Cleveland wage and salary levels, a school system in this part of the country requires an operating budget which allows at least $500 to be spent annually on the education of each child. This means that the minimum total expense budget, including debt service, amounts to an average of about $555. Understandably, the actual amount spent on each child varies widely; an elementary school is not as costly to operate as a high school, while good vocational instruction is generally most expensive of all. By 1970 the junior and senior high school students will comprise 70 percent of the total compared to 60 percent today.

We estimate that the public school districts which in 1961-62 did not meet this minimum $500 per pupil current expense standard—there were 20 of them in the county including 81 percent of the public school pupils—would require an additional $36,000,000 to attain it. The position of each district is shown in Tables 3A and 3B. These tables make it clear that a number of school districts in this county cannot reasonably be expected to attain what we feel are minimum requirements without a substantial increase in their nonresidential tax base or assistance from the rest of the county.

We have also recommended that schools serving a high concentration of culturally disadvantaged children should have the resources to support intensive instruction and special services amounting to $175 in excess of the $500 operating cost figure. On the assumption that one-third of the children in the Cleveland School District need these services today, and one-half will require them by 1970, our recommendation will mean an additional $14,000,000 of current expenditures by 1970.

Cost of Excellence

What will it cost to improve teacher education? To establish a master of arts in teaching program? To compensate master teachers

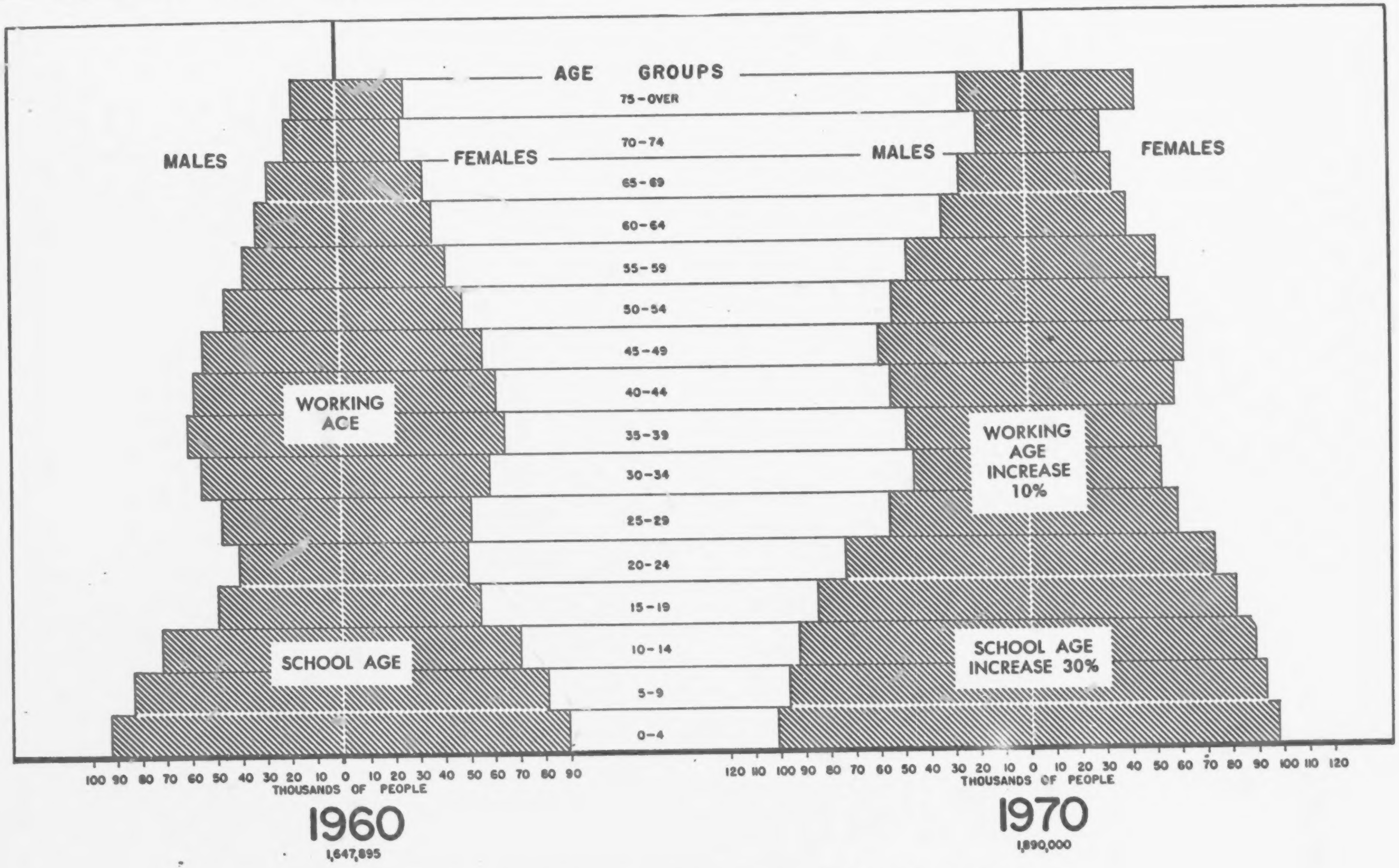

FIGURE 1. POPULATION PYRAMIDS FOR CUYAHOGA COUNTY

SOURCE: United States census estimates by staff of Regional Planning Commission, Cleveland, Ohio.

TABLE 3A. EXPENSES PER PUPIL IN CUYAHOGA COUNTY

SCHOOL DISTRICTS	Avg. Daily Membership (ADM) 000's Actual (1)	Expense per Pupil per Year (Excl. Capital Outlay)		
		Current Expense Actual (2)	Debt Service Actual (3)	Total Expense Actual (4)
Cleveland School District	**138.9**	**$379**	**$ 3**	**$382**
Suburban School Districts				
Bratenahl	0.1	$916	$ —	$916
Cuyahoga Heights	0.9	821	156	978
Shaker Heights	7.5	697	113	811
Independence	1.1	675	133	808
Solon	1.6	590	107	698
Orange	2.2	577	134	712
Beachwood	1.7	562	133	696
Cleveland Heights	13.0	547	64	612
Euclid	11.0	547	19	567
Rocky River	3.4	517	87	605
Lakewood	8.4	535	51	586
Warrensville Heights	2.2	506	106	612
Suburban Districts over $500 Min.				
Total	53.1	—	—	—
Weighted Average	—	$574	$ 72	$646
Brooklyn	2.2	493	136	629
Chagrin Falls	1.8	467	72	539
Bedford	5.5	441	131	572
East Cleveland	6.0	433	31	464
Richmond Heights	0.8	426	91	517
Brecksville	2.8	424	94	518
Fairview Park	2.8	423	115	538
Mayfield	4.5	414	89	503
Olmsted Falls	2.1	414	71	485
South Euclid-Lyndhurst	8.4	409	93	502
Bay Village	3.2	409	79	488
North Royalton	2.4	407	84	491
Berea	10.0	402	69	471
Strongsville	2.3	397	70	467
Parma	20.0	384	83	467
Westlake	2.5	359	106	465
Maple Heights	6.6	360	71	431
Garfield Heights	6.2	349	58	407
North Olmsted	3.6	320	73	393
All Suburban Districts				
Totals	146.8	—	—	—
Weighted Average	—	$462	$ 78	$540
Cuyahoga County				
Totals	285.7	—	—	—
Weighted Average	—	$421	$ 42	$463

SCHOOL DISTRICTS, JULY 1, 1961 TO JUNE 30, 1962

Expense per Pupil per Year (Excl. Capital Outlay)		Amount of Total Expense		Real Property Tax		
		1961-62			1962 Tax Rates-Paid 1963	
Current Exp. $500 Min. Proposed (5)	Revised Total Exp. Proposed (6)	$000's Actual (7)	$000's Proposed (8)	Valuation per Pupil $000's Actual (9)	Total Mills Actual (10)	School Mills Actual (11)
$500	$503	$ 53,060	$ 69,867	$ 20.6	39.70	16.90
Above Minimum Same as Column (2)	Above Minimum Same as Column (4)	$ 92	Above Minimum Same as Column (7)	$ 38.6	38.30	20.60
		880		143.1	19.20	8.50
		6,083		25.2	46.40	31.70
		889		29.5	34.00	21.70
		1,117		25.8	37.80	24.80
		1,566		23.2	35.60	26.20
		1,183		18.2	44.70	34.80
		7,956		18.1	44.90	29.20
		6,237		23.8	40.70	23.60
		2,057		21.0	47.30	28.20
		4,922		19.7	48.00	29.10
		1,346		17.2	46.90	33.80
		$ 34,328	$ 34,328	—	—	—
		—	—	—	—	—
$500	$636	$ 1,384	$ 1,399	$ 27.2	35.70	19.70
500	572	970	1,030	11.2	58.20	40.00
500	631	3,146	3,471	20.5	43.70	25.50
500	531	2,784	3,186	19.3	33.70	18.40
500	591	414	473	18.0	48.20	34.50
500	594	1,450	1,663	13.6	41.90	32.20
500	615	1,506	1,722	15.9	46.60	30.60
500	589	2,264	2,651	13.5	46.70	32.20
500	571	1,019	1,199	9.2	51.00	37.50
500	593	4,217	4,981	13.4	49.60	34.50
500	579	1,562	1,853	11.8	53.20	34.10
500	584	1,178	1,402	12.6	41.60	30.50
500	569	4,710	5,690	18.2	48.40	29.60
500	570	1,074	1,311	11.4	43.70	30.10
500	583	9,340	11,660	13.5	45.60	27.30
500	606	1,163	1,515	16.4	42.10	27.30
500	571	2,845	3,769	13.1	48.00	28.50
500	558	2,523	3,460	11.2	43.70	29.20
500	573	1,415	2,063	12.6	48.70	31.10
—	—	$ 79,292	$ 88,826	—	—	—
$527	$605	—	—	$ 17.9	—	—
—	—	$132,352	$158,693	—	—	—
$503	$555	—	—	$ 19.2	—	—

Proposed Total Expense ($000's) $158,693
Actual Total Expense ($000's) 132,352

Additional Total Expense ($000's) $ 26,341 (Rounded to $26 million 1961-62 increasing to $36 million 1970-71)

TABLE 3B. TOTAL CURRENT EXPENSES PER PUPIL IN CUYAHOGA COUNTY SCHOOL DISTRICTS JULY 1, 1958 TO JUNE 30, 1962

SCHOOL DISTRICTS	1958-59		1959-60		1960-61		1961-62	
	Avg. Daily Membership (ADM) 000's	Current Exp. per Pupil in ADM	Avg. Daily Membership (ADM) 000's	Current Exp. per Pupil in ADM	Avg. Daily Membership (ADM) 000's	Current Exp. per Pupil in ADM	Avg. Daily Membership (ADM) 000's	Current Exp. per Pupil in ADM
CLEVELAND	126.8	$ 342	130.3	$ 354	133.9	$ 363	138.9	$ 379
Bratenahl	0.2	710	0.2	745	0.2	825	0.1	916
Cuyahoga Heights	0.9	698	0.9	786	0.9	819	0.9	821
Shaker Heights	7.2	612	7.3	634	7.4	664	7.5	697
Independence	1.0	360	1.1	399	1.1	481	1.1	675
Solon	1.4	430	1.4	503	1.5	543	1.6	590
Orange	1.8	476	1.9	502	2.1	552	2.2	577
Beachwood	1.1	446	1.3	493	1.6	499	1.7	562
Cleveland Heights	12.8	457	12.8	514	12.9	513	13.0	547
Euclid	11.1	443	11.0	495	11.1	546	11.0	547
Lakewood	7.9	419	8.1	570	8.2	511	8.4	535
Rocky River	3.1	445	3.2	507	3.2	491	3.4	517
Warrensville Heights	1.9	410	2.1	465	2.1	492	2.2	506
Brooklyn	1.9	446	2.0	507	2.1	488	2.2	493
Chagrin Falls	1.5	362	1.5	475	1.6	462	1.8	467
Bedford	4.6	393	4.9	421	5.2	408	5.5	441
East Cleveland	5.7	402	5.9	383	5.6	489	6.0	433
Richmond Heights	0.5	358	0.6	393	0.7	525	0.8	426
Brecksville	2.2	337	2.4	352	2.6	440	2.8	424
Fairview Park	2.6	330	2.6	368	2.7	429	2.8	423
Mayfield	3.6	339	3.8	351	4.0	404	4.5	414
Olmsted Falls	1.8	349	1.8	374	1.9	403	2.1	414
South Euclid-Lyndhurst	7.9	320	8.2	368	8.2	421	8.4	409
Bay Village	2.9	303	3.0	325	3.1	413	3.2	409
North Royalton	1.8	346	2.0	348	2.3	372	2.4	407
Berea	5.5	421	6.7	422	8.2	409	10.0	402
Strongsville	1.6	313	1.8	319	1.9	395	2.3	397
Parma	16.8	327	18.0	364	18.9	352	20.0	384
Westlake	2.0	307	2.2	318	2.1	319	2.5	359
Maple Heights	5.8	323	6.1	337	6.3	375	6.6	360
Garfield Heights	5.3	321	5.7	329	5.9	330	6.2	349
North Olmsted	2.8	302	3.0	312	3.2	339	3.6	320
Total ADM (000's)	254.0	—	263.8	—	272.7	—	285.7	—
Total Current Expense ($000's)	—	$93,577	—	$103,891	—	$111,280	—	$120,423
Weighted Avg. Current Exp.	—	$ 368	—	$ 394	—	$ 408	—	$ 422

enough so that more of our ablest people will be attracted to teaching? To make imaginative use of television and visual aids? To maintain a summer institute? To increase research into teaching methods?

We have selected $6,000,000 per year for Cuyahoga County as a minimum estimate for these costs in 1970-71, to the extent they are not already taken into account.

The total expenditure requirements on these assumptions for elementary and secondary public education in Cuyahoga County by 1970-72 are summarized in Table 4.

SOURCES OF REVENUE

Some of the additional money required for schools in 1970-71 will come from the normal course of growth. It seems reasonable to project a two percent per year compounding increase in the real estate tax duplicate, and a three percent annual increment in the sales tax base. If the projection proves correct, and there is no change in tax rates or the state foundation formulas, the school districts of the county will, in 1970-71, have revenues of about $167,000,000, as indicated in Table 4.

Thus, our figures suggest a gap of $82,000,000 between projected expenditures and revenues. This sum is substantial. If it is to be obtained, the rate of taxation from all local sources for the schools will have to increase in the next eight years about as rapidly as it rose in the past eight.

All of us on the PACE Committee are sobered by this prospect. Essential improvement in education will be difficult to achieve if just maintaining present standards will be so costly. We make three recommendations:

Effective Use of School Resources

Recommendation 23

> **Because of the formidable costs to Greater Cleveland citizens of maintaining and enhancing the quality of their schools, it is imperative that school boards, administrators, and teachers satisfy citizens that the resources given to the schools are being used effectively. Intensive investigation and courageous innovation are essential. School systems will not get, and should not get, the financial support they need if the voters believe that the schools are using established ways without considering whether better ones are available.**

We have not attempted to appraise the extent to which the resources now made available to Cleveland schools are wisely used. We have seen little evidence of waste and inefficiency, except that which may be inherent in certain education practices which today are accepted nearly everywhere in this country.

For example, nearly every school in the county employs as its basic teaching pattern a class of 20 to 40 students conducted by a single teacher. Recent studies of educational methods have proposed alternatives. They suggest that certain classes—for example, a lecture on the causes of the Civil War— would far more effectively be led by a single master instructor addressing several hundred students; other teaching—for example, English composition—should be in units

TABLE 4. PROJECTED REVENUE REQUIREMENTS AND REVENUES FOR GREATER CLEVELAND PUBLIC SCHOOLS IN 1970-71 SCHOOL YEAR

ITEM	Expenditure Per Pupil Per Year	Number of Pupils (ADM)	Total Expenditures Per Year (Excl. New Bldgs.)	Percent of 1961-62 Total Expenditures
TOTAL, 1961-62 (1)	$462	286,000	$132,000,000	100%
Current Expense, 1961-62 (omitting Debt Service)	$421	286,000	$120,000,000	—
Increases necessary to maintain 1961-62 quality through 1970-71:				
For increased Current Expenses of 1970-71 enrollment (2)	$421	74,000	$ 31,000,000	—
For Debt Service on estimated 2500 additional classrooms	—	—	6,000,000	—
For salary and wage increases (3)	—	—	20,000,000	—
Subtotal	—	—	$ 57,000,000	43%
TOTAL, 1970-71	$525	360,000	$189,000,000	143%
Increases necessary to improve 1961-62 quality by 1970-71:				
To bring all Greater Cleveland school districts to minimum Current Expense standards (4)	—	—	$ 36,000,000	—
To provide an added $175/year per child in disadvantaged areas (5)	—	—	14,000,000	—
To provide some additional room for excellence (6)	—	—	6,000,000	—
Subtotal	—	—	$ 56,000,000	43%
TOTAL, 1970-71	$681	360,000	$245,000,000	186%
Increase in total annual expenditure by 1970-71	—	—	$113,000,000	—
Increases in local & state revenues by 1970-71:				
Expected from current tax rates (7-13)	—	—	$ 31,000,000	—
Revenue Gap, 1970-71	—	—	$ 82,000,000	—

See notes on following page.

NOTES, TABLE 4

1) The total of $132,000,000 does not include capital expenditures or changes in cash balances and, hence, is less than $136,000,000 in revenues shown in "7", below. Source: *Costs Per Pupil in Average Daily Membership in Ohio's City, Exempted Village and County School Districts from July 1, 1961 to June 30, 1962,* Division of Research, State Department of Education, Edward E. Holt, Superintendent of Public Instruction, Columbus, Ohio.

2) Assumes that present proportion of one-third of total school enrollment in parochial and independent schools does not change and that the 1961-62 average rate of Current Expense (excluding new buildings and Debt Service) of $421 per child per year is maintained.

3) Assumes rate of 2% per year compounding to 19.5% in 9 years. These costs have been increasing at a rate of 5% compounding in the last 6 years in the State of Ohio. Source: *Financing the Public Schools, 1960-70,* N.E.A.

4) Cuyahoga County School Districts with 1961-62 Current Expenses (excluding Debt Service) less than $500 per pupil were increased to a minimum of $500 in 1961-62, and increases in salaries and wages of 19.5% on this additional activity were projected to 1970-71. Data by school district for 1961-62 is set out in Table 3A.

5) Additional cost of Higher Horizons Program in New York City is $175 per year. Assumes about one-half of Cleveland School District children in 1970-71 will probably require the additional service. ($175x166,000x½ = $14,500,000). *

6) This amount is equivalent to about $17.00 per year for 360,000 children expected to be enrolled in 1970-71.

7) Total actual revenues 1961-62:		$136,000,000
Real property tax (10)	$114,000,000	
State Foundation Program (sales tax) (11)	22,000,000	
8) Total estimated revenue 1970-71 at current tax rates:		$167,000,000
Real property tax (12)	$140,000,000	
State Foundation Program (sales tax) (13)	27,000,000	
9) Increase in revenue at current rates by 1970-71		$ 31,000,000

10) Revenues exceed $132,000,000 costs for 1961-62 due to capital expenditures and changes in cash balances. Source: *Cuyahoga County Auditor's Annual Report, 1962.*

11) Source: *State Auditor's Annual Report, 1962.*

12) Assumes growth through new construction and revaluations of 2% per year compounded in the real property tax base or 22% in 10 years. Actual growth was 3.8% compounded or 45% on the 10 years ended 1962. The rate of growth has been only 2.5% compounded in the 5-year period from 1957 to 1962. On this basis the estimated real property tax base in 1970 will be $6,870,000,000 for the county. Each 1.0 mill will yield $6,870,000 in revenue.

13) Assumes growth of the net revenue from the 3% State Sales Tax of 3% per year compounding in 10 years to 34%. Cuyahoga County School Districts normally obtain about 8.0-8.5% of the net sales tax yield as their share of the State Foundation payments.

of not more than 10 or 12 students. These same studies suggest that much teaching could in fact be eliminated and replaced with individual learning through use of library and programmed instruction.

The adoption of such newer teaching methods would not necessarily cost more money, for it would permit the use in the schools of a wide range of personnel. Master teachers might be economically paid $12,000 to $15,000 per year since they could be supplemented by teachers at today's salary brackets and by assistants of various kinds who would be paid correspondingly lower salaries. A different combination of teaching and other personnel probably would average no more than current salaries.

The introduction of such job differentials would, in turn, overcome one of the present most glaring weakness of schools: the fact that in most districts salaries are too low to attract able men who can command substantially higher salaries in other fields which require similar college background and talents. As long as pay increases are only across-the-board, this situation cannot be corrected.

Only actual test will prove or disprove new approaches, but citizens who confront the necessity for increasing their support of schools to the extent set out in this report are entitled to know that responsible proposals for improving schools through changes in method are being tried out honestly by school supervisors. Little investigation, innovation, and research are being conducted by most Greater Cleveland schools today. *More money spent for these purposes would be recovered many times over as citizens became persuaded that additional resources given to the schools would be well used.*

Advantage of Local Tax Sources

Recommendation 24

Voters of Greater Cleveland should base their decisions upon the recognition that it is much cheaper for the community to finance its schools by local taxes than by state or federal taxes.

At present, for every tax dollar which Cuyahoga County citizens and industry pay to the state's general fund, less than 50 cents finds its way back to the county. Tax dollars raised in other Ohio metropolitan areas are similarly shrunk before being returned by the state government. This syphoning of the resources of the major urban areas into the rural communities was originally justified on the social basis that all children should have equal educational opportunity and that the disadvantaged child was in a rural area. We suspect that the greatest concentration of disadvantaged children is now in the central cities.

We recommend that Cuyahoga County join with other urban areas in the state to examine the economic justification for school foundation formulas which reallocate substantial funds from cities to rural school districts.

Realistically, however, we fear that Greater Cleveland cannot count on more than minor gains in this decade through changes in the school foundation formulas. Unless the courts modify the present rural dominance in the state legislature, the pay-a-dime, get-a-nickel ratio is not likely to be significantly altered soon.

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The PACE Committee, therefore, recommends that the school and political leaders of Greater Cleveland resist the understandable temptation to pass the major responsibility for additional taxes along to a higher echelon of government. Giving in to that temptation will be expensive for the citizens of this county and will not make it any easier to obtain the approval of the voters here for the additional taxes which will surely be necessary whether or not the campaign for additional financial aid from Columbus is successful. Larger state appropriations for education may well be desirable and necessary, but the justification for them under the present foundation formulas must be the needs of the rural school districts which are the principal beneficiaries of the foundation program.

Greater Equality of Tax Base for School Districts

Recommendation 25

The Greater Cleveland committee — recently appointed to study the revenue requirements for all Cuyahoga County municipal and county governments and schools—should seek the sources of additional local revenue which will be most fair and will interfere least with economic growth. This committee should take into substantial account (1) the necessity for greater equalization of tax base among school districts and (2) the direct contribution to economic growth which an investment in education will make.

The necessity for a competent, independent study of additional local sources of revenue is clear. Even if all of our recommendations for improving the quality of schools were to be rejected, the additional costs of standing still—which we estimate at $57,000,000, about 43 percent of present costs, by 1970-71—would far exceed the $31,000,000 increase in revenues we can anticipate from growth in the real estate and sales tax bases by 1970-71. Increasing the state sales tax rate from three percent to four percent might yield $8,000,000 in state educational foundation funds to the schools of Cuyahoga County. By no acceptable economies could the need for some form of additional local taxes be thereby avoided. *Talk of a "plateau" in taxes for schools is fully equivalent to talk of a deliberate decline in school quality.*

In approaching the difficult task of finding the additional resources which will be needed for the public schools, we urge the newly appointed committee and the citizens of Greater Cleveland to carefully consider the merits of a county equalizing tax program. It is neither fair nor sensible that, in Cuyahoga Heights, a *total* millage rate of 19.20 mills supports municipal services and a $978 per pupil per year school program, while in North Olmsted a rate of 48.70 mills—2½ times as high—supports, in addition to municipal services, a per-pupil per-year school program of only $393. Moreover, county facilities—such as the Community College—will need county support. We also suggest that the committee consider whether it is Constitutionally appropriate and otherwise desirable and feasible for the Federal Government to participate in the $175 per child special services recommended for disadvantaged children.

It has not been our assignment, and we are not fully qualified, to consider the relative impact of the different possible forms of taxation.

We express no judgment on them. But we find that available state and national comparative data on taxation indicate that Greater Cleveland has not reached a ceiling in any form of tax. Even if the taxes are raised to the extent required to meet our recommendation, the tax burden will not be high when compared with many other leading cities. Table 5 suggests that Cleveland School District expenditures per pupil are lower than in other cities.

There is no evidence that increased taxes for schools in this community will curtail our economic growth. To the contrary, competent economists agree that improvement in education makes a substantial contribution to long-term economic growth. *The surest way to bring about the decline of Cleveland as a major American city is to insist that improvement in its schools is impossible.*

Education, unlike most other kinds of government costs, is an investment in productive resources, not an operating expense. It will little profit Cleveland to rebuild its downtown core, to extend its rapid transit, to purify its lakefront and its atmosphere, and to unsnarl its traffic if we permit Cleveland to have a national reputation for neglecting its schools. Cleveland will be a best location for industry in the future only if Cleveland is known to be a community which values education and gives priority to finding the resources that make good education possible.

TABLE 5. COMPARISON OF PER-PUPIL EXPENDITURES (ADM), 1961-62

Per-Pupil Expenditure (ADM) for:			
Cities Comparable to Cleveland (1)		Cities Not Comparable to Cleveland (1)	
		$543	New York
		476	Los Angeles (2)
Buffalo	$452		
Chicago (3)	415		
Philadelphia	405		
Milwaukee	401		
Boston	400		
		393	St. Louis
Pittsburgh (3)	373		
		371	Baltimore
Cleveland	368		
		293	Houston (4)

1) These statistics should be used with some caution because the cities are either comparable or not comparable to Cleveland from the important standpoints of cost of living, size, and location. Despite the inconsistencies in reporting methods employed by various school systems throughout the nation, it is believed that the statistics for the large systems reported have been calculated by similar methods. Source: N.E.A. Office of Research, Washington, D.C., April 1963.

2) Los Angeles figures, unlike others, include adult education and summer school costs.

3) All statistics are for 1961-62 school year except (1) Pittsburgh's, which are for 1961 calendar year and (2) Chicago's which are estimates for 1961-62 school year based on 1961 calendar year.

4) Houston expenditure appears low because it does not include costs of services provided by the state of Texas.

PART III — PUTTING THE PLAN INTO ACTION

Thus far we have advanced 26 recommendations as the basic goals of our Plan for Action by Citizens in Education to be attained by 1970. Many of these proposals have been addressed to particular groups of citizens. We have suggested definite actions which such groups as Area Councils, settlement houses, foundations, organized labor, the Chamber of Commerce, the Cleveland Commission on Higher Education, universities, colleges and others might constructively take in the interests of improved elementary and secondary education.

Some of our recommendations, however, do not lend themselves to sponsorship by any existing group. Moreover, we are not so optimistic as to suppose that all of our suggestions will prove to be fault-free and immediately acceptable. We hope that some of our proposals will evoke better alternatives. For all of these reasons, we make this final suggestion:

Recommendation 26

A continuing tax-exempt Greater Cleveland Citizens Committee should be formed which, over the next seven years, will (1) work with existing organizations to review this Plan for Action by Citizens in Education and help carry out its recommendations; (2) foster a climate of opinion which demands quality elementary and secondary education for all Cuyahoga County children; and (3) provide a badly needed and long awaited county-wide mechanism for the many citizens who want to work in the best interests of all the schools.

The reports of many citizens committees are gathering dust on forgotten shelves. A principal reason is that they are addressed to responsible people in public and private life who are already overextended by the immediate pressures of their jobs. They lack the time to solicit the reactions of the people affected by the recommendations, to perfect those recommendations, and to carry out the necessary, but often complex, organization and coordination.

On the other hand, the proposals of continuing organizations, if they are sound to begin with, frequently come to fruition. This has been notably true, for instance, of the Cleveland Commission on Higher

Education's recommendation that a community college be established in Cuyahoga County. The same may well be true of suggestions now being effectively followed up by the Ohio State School Board Association.

Accordingly, it is essential—if this Plan for Action has any validity at all—that a group be created which will remain in existence until 1970. It should assist in reviewing the Plan with those groups affected by it, in perfecting or altering the recommendations, in developing new proposals, and in carrying them out. Because many of the recommendations involve a substantial number of independent governments, boards, agencies, and councils, implementing any plan for the improvement of schools is a substantial undertaking. It requires a capable staff supervised by a responsible and representative county-wide citizens committee.

A base for such a citizens committee now exists in parent-teacher organizations, public and parochial; Y.M.C.A.'s and Y.W.C.A.'s; existing citizens committees concerned with the problems of their own school district; and numerous education committees of chambers of commerce, labor, welfare, scientific, professional, and community organizations. All of these groups are informed and effective on some aspect of elementary and secondary education. Their representatives, together with leaders of research organizations, universities, colleges, taxpayer groups, and others concerned with quality and cost of education, will provide a foundation for the recommended committee.

Such an organization will derive great strength from a conviction which we found was uniformly shared by school board members, superintendents, principals, teachers, officers of parent-teacher and citizens groups, and other organizations concerned directly or indirectly with the schools. Virtually all these education-oriented people agreed that a serious effort to improve Greater Cleveland elementary and secondary education must stem from a county-wide citizens group which raises the sights of the entire community and marshals public support for the schools.

Thus, in addition to its principal function of improving and implementing this Plan, the suggested citizens committee can perform an important service by establishing the central importance of the schools in the public's mind. For example, the committee should collect and disseminate reliable information on school needs and accomplishments, solicit the aid of mass media in a public information project which stresses the importance of elementary and secondary education, and sponsor neighborhood conferences and lecture series involving school people and members of the community.

* * * * *

We opened this report by stating that Greater Cleveland is not now providing reasonably equal educational opportunity for all our children, and that the level of educational opportunity is inadequate for many children. In the intervening pages we have suggested specific ways by which citizens and such community resources as industry, labor, universities, and social agencies can help the schools overcome their basic unmet needs and give Greater Cleveland the first rank in elementary and secondary education it holds in so many fields.

Seven years is not a long time to attain this objective. The necessary first step is for Greater Clevelanders to acquire a sense of urgency about the needs of schools, a commitment towards schools in all parts of the county, and an understanding that citizens have ultimate responsibility for the quality of schools. Our report will have served its most important purpose if it stimulates this sense of urgency, this commitment, this understanding.

HUGH CALKINS, *Chairman*
MRS. DOUGLAS BOND
ROBERT L. BOND
DR. R. G. BRECKENRIDGE
DR. HARRY M. BRODER
OLIVER BROOKS
MRS. PAUL BUTERA
EDMUND DURKIN, JR.
ROBERT G. DYKE
MRS. ALBERT H. DYSON, JR.
DR. FRED E. HARRIS
MRS. STEPHEN S. JAKUBOWSKI
DR. FERN LONG
WORTH LOOMIS
LAURENCE T. MAYHER
K. A. MOODY
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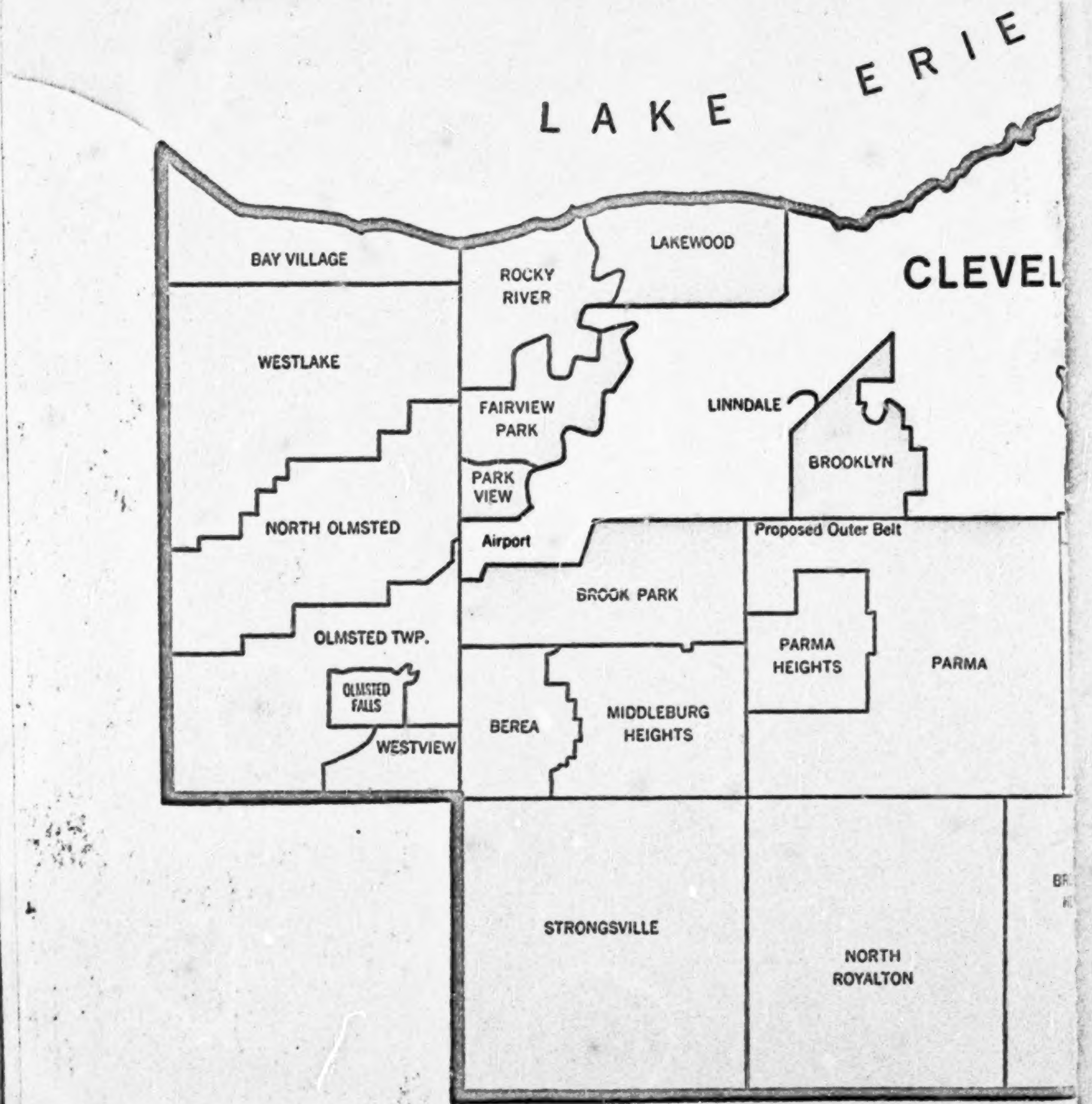
THE PACE COMMITTEE
A PLAN FOR ACTION BY CITIZENS IN EDUCATION
608 National City Bank Building
Cleveland, Ohio
APRIL 22, 1963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